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100TH CONGRESS *1st Session* } SENATE { REPORT 100–182

DEPARTMENTS OF COMMERCE, JUSTICE, AND STATE, THE JUDICIARY, AND RELATED AGENCIES APPROPRIATION BILL, 1988

SEPTEMBER 25, 1987.—Ordered to be printed

Mr. HOLLINGS, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 2763]

The Committee on Appropriations, to which was referred the bill (H.R. 2763) making appropriations for the Departments of Commerce, Justice, and State, the Judiciary, and related agencies for the fiscal year ending September 30, 1988, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes made.

AMOUNT IN NEW BUDGET (OBLIGATIONAL) AUTHORITY

Amount of bill as passed by the House	$13,896,501,000
Amount of Senate bill above House	378,621,933
Total bill as reported to Senate	14,275,122,933
Amount of appropriations, 1987	13,459,625,007
Amount of budget estimates, 1988, as amended	14,815,903,000
The bill as reported to the Senate:	
Above the appropriations for 1987	815,497,926
Under the estimates for 1988	540,780,067

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Summary of Estimates and Recommendations

The budget estimates for the departments and agencies included in the accompanying bill are contained in the budget of the United States for 1988 submitted on January 28, 1987 (H. Doc. 100–4), and budget amendments submitted on March 5, 1987 (H. Doc. 100–44), April 29, 1987 (H. Doc. 100–71, June 22, 1987 (S. Doc. 100–11), and June 26, 1987 (H. Doc. 100–86).

The total amount of new budget authority recommended by the Committee for fiscal year 1988 is $14,275,122,933. This amount is a net increase of $815,497,926 over appropriations enacted for fiscal year 1987 for these departments and agencies. The Committee recommendation is $540,780,067 below the budget estimates, as amended, but it is $378,621,933 above the amount provided in the House bill.

The House bill included a general provision, Section 609, requiring a 2.4-percent reduction to all appropriations in the bill except for the Federal Bureau of Investigation, Immigration and Naturalization Service, and Drug Enforcement Administration. The Committee has deleted this provision and has stayed within the 302(b) allocation by exercising its judment on the individual accounts. The amounts identified as "House allowance" in this report are the amounts in the House bill before the application of section 609.

The amounts recomended will virtually consume the allocation of outlays to the Subcommittee on Commerce, Justice, State, and the Judiciary pursuant to section 302(b)(1) of the Congressional Budget Act of 1974, as amended. Accordingly, the departments and agencies funded by this bill must conduct their operations in fiscal 1988 with the view that there will be no supplemental appropriation in 1988.

COMMITTEE PROCEDURES REGARDING REPORT LANGUAGE

Any limitation, directive, or earmarking contained in either the House or Senate report, which is not contradicted by the other report nor specifically denied in the conference report, shall be considered as having been approved by both Houses of Congress.

Definition of "Program, Project, and Activity" for Purposes of the Balanced Budget and Emergency Deficit Control Act of 1985

During the fiscal year 1988, for purposes of the Balanced Budget and Emergency Deficit Control Act of 1985 (Public Law 99–177) and any amendments thereto, the following information provides the definition of the term "program, project, and activity" for departments and agen-

cies under the jurisdiction of the Commerce, Justice, State, the Judiciary and Related Agencies Subcommittee. The term "program, project, and activity" shall include the most specific level of budget items identified in the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies Appropriations Act, 1988, as passed the Senate and the Senate report accompanying said act.

In implementing any possible Presidential order, departments, and agencies shall apply the percentage reduction required for fiscal year 1988 pursuant to the provisions of Public Law 99–177, and any amendments thereto, to each program, project, activity, and subactivity specified in the budget justification documents submitted to the Committees on Appropriations of the House and Senate in support of the fiscal year 1988 budget estimates, as amended, for such departments and agencies, as modified by congressional action. In addition, the departments and agencies in implementing the Presidential order, shall not (1) eliminate any program, project, or activity; (2) reorder priorities or funds; or (3) initiate any program, project, or activity that was not funded in the fiscal year 1988 appropriations act. However, for purposes of program execution these departments and agencies may propose reprogrammings between programs, projects, and activities pursuant to the Committee's reprogramming procedures after they implement the reductions required under the Balanced Budget Act.

Reprogrammings, Reorganizations, and Relocations

As in previous years, the Committee has inserted section 608 under title VI of general provisions of the bill. This section restates previous law with regard to the reprogramming of funds between programs or activities.

Consultation Calls and Coordination on Coal Exports, Departments of Commerce and State and the U.S. Trade Representative

The Committee remains concerned over delays occurring in the consultation call process implemented by the Committee for the Implementation of Textile Agreements, represented by the Department of State, the Special Trade Representative, and the Department of Commerce. The Committee has previously requested that these agencies work to improve a delayed process that permits identified market disruption situations to continue, and results in the negotiation of artificially high import levels pursuant to calls made by CITA. The Committee acknowledges improvements resulting from more timely domestic production and import data; however, it continues to be made aware of delays in the approval of calls. Therefore, the Committee puts the CITA agencies on notice that it will closely monitor individual agencies' roles in the call process. Shall the Committee's review of the actions and votes of individual agencies demonstrate a pattern of obstruction to the proper functioning of the call process, the Committee will consider taking steps to restrict these agencies' involvement.

The Committee directs the Secretary of Commerce to provide the Committee with a monthly report on all market disruption situations recommended by the Department to the CITA. The report shall list each recommendation by category and country, the date the requests are made, the level of general imports during the 12 months ending on the month prior to the request, the minimum permissible level for import control under the bilateral agreement (or other agreement) at the time the recommendation was presented, the actions taken by the CITA on the proposal, and the individual agency votes on whether to request consultations, if taken.

The Committee is concerned about the United States declining share of the Japanese coal market. As in previous years, the Committee calls on the Commerce Department and the State Department to utilize every available opportunity to negotiate with the Government of Japan to maintain and increase the United States share of the Japanese coal market. The Committee requests that the Commerce Department and the State Department report to the Committee regularly on the progress of the United States-Japanese Energy Working Group. These reports should contain details on the current coal trade situation, including the source of coal being imported by Japan and the status of the United States market share for both metallurgical and steam coal. In addition, these reports should include full details on action taken and progress made to implement the Reagan/Nakasone joint policy statement on energy cooperation.

VISA WAIVER PROGRAM

The Committee is concerned that development of the Visa Waiver Pilot Program is not proceeding in a timely manner. The Department of State is directed to proceed with negotiations with eligible countries for the implementation of the Visa Waiver Pilot Program. Such agreements may include provisions for the adoption of machine-readable passport technology, the placement of INS personnel at departure points, and reciprocity in other such matters necessary for the implementation of a visa waiver program. The Committee requests the Department of State and the Immigration and Naturalization Service to implement an interim system for departure control by January 1, 1988, to protect the security of the United States until the eventual acquisition and implementation of devices that permit computerized entry of information from machine-readable passports and visas.

TITLE I—DEPARTMENT OF COMMERCE

A total of $2,536,333,933 is recommended for the Department of Commerce, which is $413,516,933 more than the amount for 1987, $443,079,933 more than the budget estimates, and $46,363,933 above the House allowance. Increases over the budget requests occur primarily in appropriations for the Economic Development Administration, the National Oceanic and Atmospheric Administration, and the National Bureau of Standards.

General Administration

SALARIES AND EXPENSES

1987 appropriations to date	$37,542,000
1988 budget estimate	42,374,000
House allowance	40,500,000
Committee recommendation	41,265,000

The Committee recommends an appropriation of $41,265,000, an increase of $3,723,000 from 1987 appropriations to date. The amount recommended is $1,109,000 less than the request and $765,000 more than the House allowance.

This appropriation provides for the executive direction of the Department of Commerce, including the secretarial officers and their immediate staffs; for departmental staff services for management and administration, including such functions as budget, program evaluation, congressional relations, public information, legal services, organization and management studies, personnel, systems, publications, and security; and for the audit and investigative duties of the inspector general.

The amount recommended reflects approval of all of the requested adjustments to base and built-in changes except for the restoration of a nonrecurring base reduction of $1,213,000 and a general reduction of $396,000. The Committee recommendation also provides for a requested program increase of $1,115,000 to continue development of the Department's financial management information system to provide for a single, uniform system of information and data to be used by all Department bureaus and managers. The recommendation also reflects approval of the requested program increase of $800,000 and nine positions for the Office of the Inspector General to expand the loan audit program beyond its current pilot basis and to strengthen the preaward review process for major procurements and contracts.

The recommendation also includes $500,000 for the establishment, within the Office of the Secretary of Commerce, of a clearinghouse on

State and local initiatives on productivity, technology, and innovation, to serve as a central repository for information on such initiatives.

Bureau of the Census

SALARIES AND EXPENSES

1987 appropriations to date	$92,213,000
1988 budget estimate	102,076,000
House allowance	100,000,000
Committee recommendation	99,270,000

The Committee recommends an appropriation of $99,270,000, an increase of $7,057,000 over 1987 appropriations to date. The amount recommended is $2,806,000 less than the request and $730,000 less than the House allowance.

This appropriation provides for the Bureau of the Census' statistical programs which include the measurement of the Nation's economy and the demographic characteristics of the population. These programs provide a broad base of economic, demographic, and social information used for decisionmaking by governments, private organizations, and individuals.

The amount recommended provides for all of the requested adjustments to base and built-in changes except for the amount requested for restoration of the nonrecurring base reduction of $1,975,000 and a general reduction of $1,211,000. In addition, the Committee recommendation reflects approval of three requested program changes. These include an increase of $549,000 and 11 positions for the Business Statistics Program to survey additional business service industries and to include more detailed data items in annual service trade reports. The recommendation also includes approval of the requested increase of $300,000 for the Foreign Trade Statistics Program to complete the implementation of the new Harmonized International Trade Data System and for regular updating to maintain the accuracy and quality of the system. Finally, the recommendation reflects approval of the requested increase of $300,000 and two positions for demographic surveys to provide for the implementation of computer-assisted telephone interviewing in the current population survey. The Committee recommendation also reflects elimination of the survey of the communications industry and continuation of the coverage of the Quarterly Financial Report at the fiscal year 1984 level.

PERIODIC CENSUSES AND PROGRAMS

1987 appropriations to date	$174,806,000
1988 budget estimate	376,213,000
House allowance	360,000,000
Committee recommendation	361,255,000

The Committee recommends an appropriation of $361,255,000, an increase of $186,449,000 over 1987 appropriations to date. The amount recommended is $14,958,000 less than the budget estimate and $1,255,000 more than the House allowance. The major part of the increase over 1987 is due to the startup costs of the 1990 decennial census.

This appropriation funds periodic censuses and surveys covering the major economic and demographic areas once or twice each decade. It also provides for the maintenance of geographic support activities required by the various censuses, the preparation of population and per capita income estimates, and the acquisition of large-scale data processing equipment.

The amount provided in the bill includes all of the adjustments to base and built-in changes except for $13,213,000 of the requested increase for the planned cyclical changes in periodic censuses. The Committee notes that staffing levels for the periodic censuses have been substantially below the projections for the current fiscal year and that a significant amount appropriated for this item will carry over into fiscal year 1988. While the Committee has also made a general reduction of $1,775,000, the amount provided assumes a full demonstration of the postenumeration study planned for St. Louis, MO, during fiscal 1988.

The Committee has also approved the requested program increase of $1,173,000 and five positions for the economic censuses to complete implementation of the Standard Industrial Classification Code revision, and $705,000 for data processing systems to continue replacement and upgrading of automated data processing equipment.

The Committee has also included $155,000 to continue the Census Bureau's horticulture specialties report. The Committee continues to believe that this program is worthwhile and that funds spent on the report have a significant rate of return because of increased industry profitability.

The Committee has also included $400,000 required for the startup costs associated with the supplemental questionnaire for American Indians and Alaskan Natives in the 1990 Decennial Census Program. It is crucial that this report be generated so that accurate counts be made on tribal membership for various purposes. For example, Indians living on reservations and in other trust land areas have no access to private mortgage money available to other Americans. Housing assistance must be provided through Federal programs such as the HUD Indian Housing Program. One measure of determining need is the housing data available from the Census Bureau.

Economic and Statistical Analysis

Salaries and Expenses

1987 appropriations to date	$30,408,000
1988 budget estimate	32,947,000
House allowance	33,400,000
Committee recommendation	33,700,000

The Committee recommends an appropriation of $33,700,000, an increase of $3,292,000 from 1987 appropriations to date. The amount recommended is $753,000 above the budget estimate and is $300,000 more than the House allowance.

This appropriation provides for the Bureau of Economic Analysis programs to maintain the national income and product accounts including GNP, personal income, and foreign investment accounts.

The Committee recommendation includes restoration and full funding for the Office of Productivity, Technology, and Innovation at the current year level, adjusted for mandatory increases and built-in changes. The Committee continues to believe that the programs of this office are important to the Nation's economy and has, therefore, restored the proposed reduction of $732,000 and 11 positions for the office.

The Committee has provided $375,000 to continue the activities of the Office of Strategic Resources in fiscal year 1988. The Committee has also made a general reduction of $200,000.

The recommendation also includes $500,000 to increase activities under the Japanese Technical Literature Act (Public Law 99–382).

Economic Development Administration

ECONOMIC DEVELOPMENT ASSISTANCE PROGRAMS

1987 appropriations to date	$189,943,000
1988 budget estimate	
House allowance	180,400,000
Committee recommendation	190,000,000

The Committee recommends $190,000,000 in fiscal year 1988, an increase of $57,000 over 1987 appropriations to date and an increase of $9,600,000 over the House level.

The Committee recommends the following allocation of this amount:

Fiscal year 1988 EDA program levels

Public works grants	$132,000,000
Planning assistance	24,000,000
Districts	(16,000,000)
Indians	(3,000,000)
States	(2,000,000)
Urban	(3,000,000)
Technical assistance	7,000,000
University centers	(5,000,000)
Research and evaluation	1,000,000
Economic adjustment grants	26,000,000
Sudden and severe projects	(13,000,000)
Revolving loan fund projects	(13,000,000)
Total	190,000,000

The Committee has allocated a total of $261,885 of the total amount for research and evaluation to finance a proposed study, entitled "Manufacturing Employment Growth from New Plants, Grouped by Size of Firm." The proposal, submitted by the West Virginia University Regional Research Institute, will address critical questions about job creation and retention, economic development and Federal policy in these areas, all of which are matters of high priority for the Committee.

The Committee has also included language in the bill providing loan guarantee authority of not to exceed $150,000,000, without which Department officials have indicated they are not authorized or required to conduct a loan guarantee program. The Committee expects EDA to

provide loan guarantees up to this total amount to those applicants who qualify for such guarantees and meet the criteria established through EDA's authorizing legislation and administrative regulations.

The Committee understands that due to severe budgetary constraints during fiscal year 1987, the Economic Development Administration instituted a policy of rejecting grant proposals made under the section 302(a) State and Urban Planning Grant Program from all applicants who had not already received a 302(a) grant. The Committee believes the EDA should award 302(a) grants based on criteria of worthiness and need.

EDA had provided significant financing to promote the viability of a Wheeling-Pittsburgh steel rail mill in Monessen, PA. That plant is now idle.

The Committee directs the EDA to make every effort to ensure the earliest possible sale of the steel mill to interested parties with the goal of achieving resumed operations at the mill, increased employment in an economically depressed area, and the recovery of most or all principal on outstanding EDA loans over time. Several parties have reportedly expressed interest in procuring the mill and EDA should vigorously pursue the sale of this mill with interested buyers.

UNIVERSITY CENTERS

The Committee believes that no entity which participated in the University Center Program during fiscal year 1987 should be denied the same degree of participation in fiscal year 1988 solely because it has participated in the program in previous years. Consequently, before any proposed changes are made in the current university center grantees, the Committee expects EDA to obtain approval for such proposals in accordance with the Committee's reprogramming procedures which are contained in section 608.

Of the technical assistance funds provided in the bill, the Committee intends that not less than $6,000,000 including the $5,000,000 provided for the University Center Program, shall be made available for projects processed through the Economic Development Representative/Regional Office review procedure. The Committee believes such action will increase the number of proposals which are directly responsive to substate, statewide, and multistate economic development assistance needs.

EDA TITLE IX

The Committee is concerned about the lack of resources available to assist communities suffering from long-term economic deterioration. The Committee notes that the title IX program which is designed to assist communities in economic distress is similar in intent to the Community Economic Development Program administered by the Office of Community Services [OCS] of the Department of Health and Human Services. Therefore, the Committee expects EDA to develop a joint funding strategy with OCS for projects that will benefit communities with problems of long-term economic deterioration.

FINANCIAL AND TECHNICAL ASSISTANCE

(RESCISSION)

The Committee has inserted language in the bill rescinding the $1,541,067 balance in this appropriation.

SALARIES AND EXPENSES

1987 appropriations to date	$25,000,000
1988 budget estimate	
House allowance	25,800,000
Committee recommendation	25,800,000

The Committee recommends an appropriation of $25,800,000 in new budget authority. The amount recommended is $800,000 above the amount available in 1987, $25,800,000 over the budget request, and the same as the House allowance.

The Committee has included the language which has been in the appropriation bill for several years which specifies the number of economic development representatives [EDR's] to be funded from this appropriation and has restored language to maintain the EDR's at the locations they occupied September 1, 1987.

The Committee has deleted language in the bill which provides that the full-time permanent positions for EDA shall not be fewer than 375, but has maintained the language approved by the House that the number of Deputy Assistant Secretary positions shall not be greater than four. While the Committee has deleted the requirement that a specific number of positions be maintained, the Committee believes that 375 positions is the minimum necessary to administer the EDA programs adequately.

INTERNATIONAL TRADE ADMINISTRATION

OPERATIONS AND ADMINISTRATION

1987 appropriations to date	$191,637,000
1988 budget estimate	197,138,000
House allowance	216,500,000
Committee recommendation	161,952,000

The Committee recommends an appropriation of $161,952,000, a decrease of $29,685,000 from 1987 appropriations to date. The amount recommended is $35,186,000 less than the budget request and $54,548,000 less than the House allowance. The amount recommended assumes that $10,000,000 reserved for loan losses can be released to ITA operating programs and that the loans will be transferred to the Economic Development Revolving Fund, and reflects the transfer of $41,448,000 and 550 positions previously appropriated to ITA to create a new appropriations account for export administration. In addition, the Committee has also made a general reduction.

The Committee recommendation reflects approval of the requested program reductions totaling $1,900,000 and approval of all of the program increases requested which total $5,555,000. This amount includes

$4,081,000 and 72 positions for the International Economic Policy Program to increase management and policy coordination activities in support of the Uruguay Round of the General Agreement on Tariffs and Trade [GATT] negotiations. The increase also includes $1,474,000 and 28 positions for the Trade Administration Program to increase Import Administration activities in support of the United States-Japan Semiconductor Agreement and machine tool Voluntary Restraint Agreements.

OFFICE OF TEXTILES AND APPAREL

The Committee has maintained the earmarking in the bill for the Office of Textiles and Apparel [OTEXA], $7,081,000, including $3,500,000 for a grant to the Tailored Clothing Technology Corp. [TC[2]], composed of the following items:

Office operating expenses	$2,155,000
Grant to Tailored Clothing Technology Corp. [TC[2]]	3,500,000
Textile import monitoring system [TIMS]	469,000
Textile/Apparel Export Promotion Program	957,000
Total	7,081,000

[1] In addition, $920,000 is to be derived from trust funds.

As of September 17, 1987, the Office of Textiles and Apparel has only 42 of its 47 positions filled. In view of the significant increase in workload in recent years, the Committee is deeply concerned over the inability of the Office's staff resources to support the agency's responsibilities adequately, particularly since Congress has appropriated the funding necessary to maintain the full complement. Therefore, the Committee expects the Department to proceed expeditiously to fill the vacant slots. The Committee requests the Secretary of Commerce to report to the Committee within 60 days of enactment of the accompanying bill on the level of staffing in the Office of Textiles and Apparel, along with descriptions of the qualifications, experience, and training of those employed by the Office.

The Committee again recommends a straightforward funding base for OTEXA to indicate our priority for adequate protection of America's textile industry. The Committee is again disappointed that the Department did not maintain this priority by establishing an OTEXA subactivity in the fiscal 1988 justifications.

JOINT APPAREL PROGRAM [TC[2]]

The Committee has provided $3,500,000 to maintain the vital Department of Commerce matching share of the joint labor-management-Government research program designed to increase the productivity of U.S. apparel firms and their employees. The program operates through the Tailored Clothing Technology Corp. [TC[2]], a not-for-profit company organized solely to conduct the research essential for the domestic apparel industry to survive the onslaught of rising apparel imports. Those imports from low-wage, low-developed countries are replacing the products of U.S. manufacturers, causing enormous domestic job losses.

COAL EXPORTS

The Committee is concerned that U.S. coal exporters may be disadvantaged in the international marketplace as a result of practices in other nations which (1) subsidize, directly or indirectly, the production or transportation of coal or (2) subsidize or provide financing or services for construction of facilities in other nations which utilize coal as a fuel or raw material feedstock when that assistance is tied to the use of coal produced or sold through entities in the nation which provided the assistance.

In this regard, the Committee is interested in the type and level of subsidies or incentives provided by other nations or governmental or quasi-governmental units of other nations utilized to promote and facilitate the export of coal produced within other nations. The Committee requests that the ITA investigate the use, and existence of such subsidies and/or incentives, both direct and indirect, and report its findings to Congress within 180 days of enactment of the accompanying bill. The report should include a description of the subsidy or incentive and whether it is implemented through an established program or an ad hoc basis. The report should identify if the subsidy or incentive is in acquisition of reserves, production, or transportation of the coal and whether it is direct as providing raw materials or services or indirect as less than market rate financing or the provision of transportation or transshipment at less than fully allocated cost.

The report should further identify subsidies or incentives for the construction or operation of facilities which use coal as an energy feedstock in exchange for the receiving nation, government entity, or company's importation of coal to be utilized at such facility. Broadly, the Committee is interested in the nature and use of tied-aid arrangements involving the export and import of coal. In addition, the Committee expects the report to include China, Japan, the Phillipines, Malaysia, Australia, Colombia, South Africa, the Soviet Union, Venezuela, South Korea, Taiwan, and Canada although the Committee does not intend that this list shall be exclusive. ITA should further outline the subsidies and/or incentives available to coal producers and exporters in the United States for purposes of comparison.

The Committee is concerned that export promotion activities be given the high priority for which the ITA is responsible. It is the intention of the Committee that adequate funds be used to assure that export promotion is a major objective. In addition, the Committee is concerned that the demand for the trade specialists' assistance in some ITA offices far outstrips the office's available time and resources. The Committee expects that with any additional resources for trade promotion activities, priority will be given to expanding offices which are responsible for large geographic areas serving the most manufacturers and other potential exporters who are not now exporting and which do not presently have sufficient manpower and resources to recruit new exporters or provide information on export opportunities to both existing and new exporters.

TRADE ADJUSTMENT ASSISTANCE

The Committee recommendation includes a total of $15,790,000 and 28 positions for the Trade Adjustment Assistance Program. Of this amount, $1,922,000 is allocated from unobligated balances from prior fiscal years. The Committee expects ITA to make funds available for industry project grants at approximately the same level as was made available for this purpose in fiscal year 1987.

The Committee has also included language in the bill which provides for the title of Minister-Counsellor for certain senior commercial officers assigned to U.S. missions abroad.

The Committee recommendation does not include the $4,000,000 mentioned in the House report for continuation of the project to establish a new materials center. Additional funding is not required for this project at this time since a 2-year contract was recently signed.

SEMICONDUCTOR AND ELECTRONIC INDUSTRIES

The Committee recommendation also includes $1,500,000 to fund a plan to restore international competitiveness of the U.S. semiconductor and electronic industries.

The Committee is greatly concerned about the decline in competitiveness of the U.S. semiconductor industry. The Committee believes that a viable U.S. semiconductor industry is essential to a healthy U.S. economy and to the leadership of the U.S. computer, telecommunications, robotics, defense and electronics industries. The Committee notes that for years the United States was the world leader in the design and manufacture of semiconductors, but that lead has been eroded. In advanced semiconductor memories, America's market share has collapsed from nearly 100 percent in 1975 to a very small percentage last year.

For these reasons, the Committee supports Federal participation with private industry in a joint private industry and Government plan to restore the international competitiveness of the U.S. semiconductor and electronics industries. Further, the Committee expects the Department of Commerce to participate with other Federal agencies in coordinating and financing such a plan. Specifically, the Committee expects the Department of Commerce to assume a leadership role in order to ensure that the technology developed by such a program is rapidly and efficiently transferred throughout the industry.

The Committee directs the Department of Commerce to join other Federal agencies in establishing an interagency task force to develop a plan to coordinate Federal involvement with private industry and advise Congress and the President with respect to such issues. After considering the recommendations of the interagency task force, the Secretary of Commerce shall report back to the Committee no later than January 5, 1988, regarding: (1) the degree to which there are unmet fiscal year 1988 Federal funding requirements for an appropriate program to meet the objectives outlined above; (2) a plan for apportioning the annual Federal contribution among the participating Federal agencies, including the Department of Commerce; and (3) recommendations for continuing Federal participation.

CHARLESTON, WV, OFFICE

The Committee directs that the Charleston, WV, office remain in operation at current levels.

IMPORTS OF COMPACT DISCS

The Committee directs the Secretary of Commerce to conduct a study to analyze the impact that imports of compact discs have had on the nascent compact disc industry in the United States. The study shall (1) investigate the level of such imports, the pricing practices of the importers, the potential for unfair trade practices in the sale and importation of compact discs, and the vulnerability of the nascent compact disc industry in the United States to imports; and (2) determine whether the price of compact discs that are imported into the United States from Japan reflect the recent increases in the value of the Japanese yen in relation to the United States dollar.

As soon as practicable, but by no later than May 1, 1988, the Secretary of Commerce shall submit to the Committee on Appropriations a report on the study conducted.

EXPORT ADMINISTRATION

OPERATIONS AND ADMINISTRATION

Pursuant to the Export Administration Amendments Act of 1985 (Public Laws 99–64 and 99–441), and at the request of the Committee on Banking, Housing and Urban Affairs, the Committee is recommending a new appropriations account to fund export administration activities. The Committee is recommending a transfer of 550 positions and $41,448,000 from the International Trade Administration to implement this act. This is the level authorized in the Senate amendment to H.R. 3, the Omnibus Trade and Competitiveness Act of 1987, exclusive of funds authorized for startup costs and includes an additional $1,200,000 for staff to perform export license checks overseas.

The Committee is aware the Department of Commerce is reviewing the number of positions and funding level within the United States and Foreign Commercial Service that support export administration activities. No later than March 1, 1988, the Department should submit a report to the Congress on the proposed distribution of these resources to Export Administration.

MINORITY BUSINESS DEVELOPMENT AGENCY

MINORITY BUSINESS DEVELOPMENT

1987 appropriations to date	$39,855,000
1988 budget estimate	4,620,000
House allowance	43,400,000
Committee recommendation	41,390,000

The Committee recommends an appropriation of $41,390,000, an increase of $1,535,000 over the fiscal year 1987 appropriations to date.

The amount recommended is $36,770,000 more than the budget request and $2,010,000 less than the House allowance.

PROPOSED TRANSFER OF THE MINORITY BUSINESS DEVELOPMENT AGENCY OF THE COMMERCE DEPARTMENT TO THE SMALL BUSINESS ADMINISTRATION

The President's fiscal year 1988 budget proposes the transfer of MBDA to SBA. The Committee, although keenly interested in this proposal in that it could enhance minority business development opportunities and provide some budget savings, defers action on the transfer at this juncture. This position has been taken mainly because SBA, to date, has not presented a detailed plan to the authorizing committee that would demonstrate how such a transfer would improve the delivery of important services to the minority business community. Although such a plan has been requested of SBA on several occasions, the agency's response has included mainly the reshuffling of personnel and few, if any, programmatic changes. Until the administration provides a comprehensive plan that clearly defines how the increased personnel and fiscal resources at SBA can be more effectively utilized, the Committee is unable to approve the proposed transfer.

The Committee recommendation will provide for the same program level as the House bill through the use of $2,000,000 in recovered prior-year obligations, less a general reduction of $10,000.

The Committee recommendation includes a net increase of $4,982,000 for adjustments to base and built-in changes, as requested. The Committee recommendation also reflects a reduction of $1,500,000 for the State and Local Government Program. A recent report of the inspector general of the Department of Commerce was highly critical of this program and recommended its termination and transfer of its functions to the exsiting Business Development Center Program. Therefore, the Committee has eliminated funding for the State and Local Government Program and expects MBDA to continue its functions within existing business development centers.

The Committee has continued language in the bill limiting changes in the Department's use of the fund established by 15 U.S.C. 1521 without prior notification to the House and Senate Appropriations Committees.

BOSTON OFFICE

The Committee is concerned that there are apparently plans to close MBDA's Boston, MA, office. The Committee believes that this action is unwise and expects this office to be maintained at current levels. Any effort to close this office would, of course, be subject to the Committee's reprogramming requirements.

U.S. Travel and Tourism Administration

SALARIES AND EXPENSES

1987 appropriations to date	$11,598,000
1988 budget estimate	3,000,000
House allowance	
Committee recommendation	12,975,000

The Committee recommends an appropriation of $12,975,000 which is $1,377,000 more than 1987 appropriations to date. The amount recommended is $9,975,000 more than the budget request and $12,975,000 more than the House allowance.

The Committee recommendation would disallow the proposed termination of the U.S. Travel and Tourism Administration [USTTA] and continue in fiscal year 1988 a viable and constructive program to promote tourism to the United States, develop increased revenues for the United States from foreign sources, and contribute favorably to our balance of trade deficit.

National Oceanic and Atmospheric Administration

OPERATIONS, RESEARCH, AND FACILITIES

1987 appropriations to date	$1,044,560,000
Aviation weather services	29,000,000
(By transfer)	(70,778,000)
1988 budget estimate	1,013,251,000
Aviation weather services	30,000,000
(By transfer)	(73,300,000)
House allowance	1,152,520,000
Aviation weather services	29,000,000
(By transfer)	(67,700,000)
Committee recommendation	1,169,070,000
Aviation weather services	30,000,000
(By transfer)	(62,200,000)

The Committee recommends an appropriation of $1,169,070,000, an increase of $124,510,000 from 1987 appropriations to date. The amount recommended is $155,819,000 over the budget request and is $16,550,000 over the House allowance.

The Committee provides funding pursuant to the budget request, with the following exceptions:

Additions to budget request:	
Nonliving marine resources: Sea floor spreading center	$1,800,000
Ocean research:	
Ocean climate research (OACIS/TOGA)	3,000,000
Undersea Research Program	11,935,000
Great Lakes Environmental Research Lab	1,100,000
Southeast United States/Caribbean Fisheries Oceanography Cooperative Investigation Program	700,000
Ocean services:	
Wetlands management demonstration project	1,000,000
Ocean service activities	3,600,000
Regional ocean assessment projects	6,400,000

Additions to budget request—Continued	
Ocean services—Continued	
Circulatory Program	$700,000
Chesapeake tidal gauges	20,000
Sea grant	39,000,000
Coastal Resources R&D Institute	1,250,000
Coastal zone management:	
306 and 306(a) State assistance grants	35,000,000
Interstate grants	1,000,000
Program management	533,000
Estuarine sanctuaries	1,600,000
Marine sanctuary management activities	529,000
Maine CEIF deobligation	160,000
Mapping, charting, and geodesy programs:	
Vertical network readjustment activities	500,000
Marine Boundary Program	300,000
Cadastre Survey Pilot Program	1,950,000
Information collection and analysis:	
Resource surveys	2,550,000
Protected species biology	1,275,000
Yukon River Chinook study	250,000
Salmon research	5,000,000
Atlantic salmon research	(250,000)
Habitat research	5,133,000
Fisheries statistics	3,100,000
Analysis on ecosystems and fisheries	974,000
Aquaculture	4,097,000
Stuttgart, AK	(1,375,000)
Newport, OR	(350,000)
Chesapeake Bay studies	1,700,000
SEAMAP	1,000,000
Subarctic fisheries research	900,000
MARFIN (Gulf fisheries initiative)	3,500,000
West coast ground fish research	900,000
Antarctic research	2,000,000
Marine mammal research	1,850,000
Alaska Eskimo Whaling Commission	(350,000)
Right whale research	(250,000)
Conservation and management:	
Habitat conservation	2,000,000
Endangered species recovery plan	250,000
Regional fishery management councils	4,000,000
Environmental impact analysis	500,000
Fishing gear entanglement studies	750,000
Monitoring of Japanese salmon interceptions	150,000
Columbia river hatcheries	8,254,000
Manage Georges Bank fisheries	500,000
Alaska salmon enhancement	4,000,000
Hawaii stock management	500,000
State and industry assistance programs:	
Interstate fisheries commissions	350,000
Interjurisdictional Fisheries Act	3,000,000
Section 4b disaster assistance grants	2,000,000
Anadromous fisheries grants	2,000,000
Striped bass research	500,000
Fisheries market development	1,500,000
Product quality and safety	4,400,000
Model Seafood Inspection Program	350,000

Additions to budget request—Continued	
State and industry assistance programs—Continued	
Fish oil research	$1,000,000
Manhaden-surimi research	1,000,000
Mahi Mahi export strategy	100,000
Public warning and forecast services:	
Maintain Alaska and Pacific regional headquarters	407,000
Maintain Fort Worth regional office	852,000
Maintain staff at eight WSFO's	836,000
Maintain Agricultural Weather and Fruit Frost Advisory programs	1,418,000
Maintain non-Federal fire weather services	300,000
Maintain Hawaiian data buoys and data buoy research and maintenance	1,174,000
Susquehanna River flood warning system	2,000,000
Maintain meteorological technicians	576,000
Maintain emergency power for NOAA weather radio	400,000
Atmospheric and hydrological research:	
Prototype regional observations and forecast system	2,000,000
Mesoscale convection systems research	1,200,000
State weather modification activities	2,150,000
Maintain NWS R&D	340,000
National Climate Program	1,280,000
LANDSAT operations	30,700,000
Marine services: Restore proposed reductions	8,926,000
Marine electronics agenda	350,000
Total, additions to budget request	238,319,000
Reductions from budget request:	
Administrative savings	−3,450,000
LANDSAT commercialization	−62,600,000
LANDSAT reestimates	−3,300,000
Deficit Reduction Act restoration	−4,546,000
Polar satellite system	−5,000,000
Systems acquisition-slippage	−14,704,000
Total, reductions from budget request	−93,600,000
Net program increases	144,719,000
Program level requested	1,090,551,000
Transfer from Saltonstall/Kennedy fund	−46,300,000
Transfer from coastal energy impact fund	−15,900,000
Deobligations	−4,000,000
New budget authority	1,169,070,000

The Committee did not approve the $33,100,000 program increase and $27,500,000 base amount requested for development of LANDSAT 6. The Committee has included $28,700,000 for continued operation of LANDSAT 4 and 5 during fiscal year 1988. The Committee has also included $2,000,000 in the fiscal year 1988 bill for technical studies of subsequent remote-sensing activities. The Committee expects the Department of Commerce to conduct a study of options for subsequent remote-sensing activities, taking into account data markets and applications, advanced instruments and spacecraft and launch options. As part of the study, the Committee expects the Department to examine opportunities for Government/industry partnership with substantial industry investment, participation by other Government agencies, and an interna-

tional cooperative partnership. The Committee expects that this study will provide the basis on which the Congress can determine policy on the future of any advanced commercialized system.

The bill also includes $500,000 for the initial costs of formation of a United States-Canadian task force to improve the management of fisheries in the Georges Banks.

The Committee bill includes $160,000 to restore coastal energy impact funds for the State of Maine. These funds had been allocated but were deobligated during fiscal year 1987.

The Committee expects NOAA to maintain the National Marine Fisheries Service Office in Little Rock, AK, and the NMFS Research Laboratory in Oxford, MD, during fiscal year 1988.

The Committee has included $700,000 to develop a tropical/subtropical program in the Southeastern United States at the University of Miami. This program would be similar to the investigation already being conducted in the Northwest of cold water, temperate fish stocks such as the Alaskan pollack and should be conducted on a similar basis.

Within the $700,000 restored for the circulatory program, the Committee expects the National Ocean Service to complete data collection required for implementation of a circulatory model of Charleston Harbor.

The Committee has set aside $1,000,000 in funds from this account to initiate a joint Federal-State research and demonstration project to develop a natural resources information system and to establish criteria and standards by which the public interest in privately owned natural resources can be determined. The Committee directs the National Ocean Service of NOAA to contract with the State of South Carolina's Water Resources Commission to conduct this demonstration in the watershed of Edisto, and the upper reaches of the Combahee River. This pilot project will provide valuable information and methodology to enable the States and the Federal Government to continue to efficiently manage our natural resources. The Committee further expects that the State of South Carolina will finance an increasing percentage of the costs of the project over the last 3 years of this 5-year joint effort.

Within the $2,550,000 restored for resource survey activities, the Committee expects the National Marine Fisheries Service to continue contracting with South Carolina Wildlife and Marine Resources Department for resource surveys. The National Oceanic and Atmospheric Administration should continue with the development of procedures for multiyear contracts for maintaining ongoing resource survey activities in support of fisheries management activities.

The Committee has provided $1,000,000 for fish oil research at the Charleston Seafood Laboratory of NMFS. These funds will permit continuation of the program to produce refined fish oil for use in medical research on the health benefits of fish oil.

The United States section of the Pacific Salmon Commission has recommended that $6,823,000 be appropriated to fund research and management programs of the Department of Commerce for implemen-

tation of the United States-Canada Pacific Salmon Treaty. The Committee recognizes that these programs are necessary to support the Pacific salmon research and management regime specified in the treaty. The Committee supports the U.S. section's recommendation and is providing $6,823,000 to implement this program. Of this amount, $2,899,000 shall be contracted to the Alaska Department of Fish and Game, $1,034,000 to the Washington Department of Fisheries, $550,000 to the Oregon Department of Fish and Wildlife, and $270,000 to the Idaho Department of Fish and Game to conduct research and management activities as recommended by the U.S. section. The remaining funds, $2,070,000, shall be provided to the National Marine Fisheries Service Alaska and Northwest region offices and Northwest and Alaska Fisheries Center to carry out the research and administrative activities recommended by the U.S. section of the Salmon Commission.

The Committee has included $350,000 to be allocated to the Alaska Eskimo Whaling Commission for the following purposes: (1) Scientific research; (2) the AEWC's bowhead weapons improvement research; (3) International Whaling Commission representation; and (4) implementation of the Alaska Eskimo Whaling Commission and National Oceanic and Atmospheric Administration Cooperative Agreement. The Committee has included a total of $700,000 for bowhead whale research.

Of the additional funds provided for the NOAA Undersea Research Program, $400,000 is for the Undersea Research Program at the University of Connecticut at Avery Point for the continuation and enhancement of the research program on large lakes of the world, including the Great Lakes of the United States; $300,000 is for the Undersea Research Program at the Caribbean Marine Research Center for the further development of mariculture programs, and expansion of deepwater stock and recruitment studies; and $600,000 to enhance the Hawaii Undersea Research Laboratory [HURL] to pursue a comprehensive strategic metals research program in the Northern Marianas, Guam and Hawaii. It also includes $2,200,000 for Farleigh Dickinson University which is coordinating the construction, deployment, and operation of NOAA's new habitat, the Aquarius.

The Committee intends that $1,000,000 of the funds for regional ocean assessments be provided to the Office of Oceanography and Marine Assessment for the continuation of intensive study and monitoring of Long Island Sound. It is also the Committee's intention that work carried out with this funding will continue to be done in cooperation with the Long Island Sound Study Management Committee.

The Committee intends that, of the funds available for aquaculture, the same funding that was provided during fiscal year 1987 ($1,402,000) be provided to continue research at the Milford, CT, facility.

The Committee has provided funds for endangered species recovery plans, to support the development of plans for the following endangered species: the Gulf of California harbor porpoise, the right whale, and the humpback whale.

The Committee intends that, of the funds available for carrying out salmon research, $250,000 be provided to continue the ongoing research on Altantic salmon.

The bill includes $320,000 to fund a regional climate center in the State of New York to serve the Northeast, including New Hampshire. This center will provide climate data and research, similar to that provided by the regional climate centers in Nebraska, Illinois, and Nevada. Sufficient funds are provided to maintain the Weather Service stations in West Virginia at current levels.

The Committee bill also includes $1,950,000 for a pilot multipurpose cadastre survey for Orleans, Jefferson, and Calcasieu Parishes, LA. A multipurpose cadastre is a series of maps showing property boundaries, subdivision lines, buildings, and extensive geographic information. The survey can provide critical information to improve land conveyance procedures, provide a basis for equitable taxation, and provide resource management and environmental planning tools for Federal, State, and local governments.

The Committee has included $1,000,000 in the bill for the first year of a 3-year construction and renovation project at the fisheries laboratory in Stuttgart, AR. This project, for which design and engineering funds were provided in fiscal year 1987, will provide for a new building to house research, technical assistance, and administrative activities, renovation of two existing laboratories, and other support facilities, including a sewage treatment plant to comply with U.S. Environmental Protection Agency standards.

The Committee expects NOAA to accelerate the implementation of the Integrated Flood Observing and Warning System [IFLOWS] in West Virginia and surrounding States.

The National Marine Fisheries Service has operated a research facility at Sandy Hook, NJ, for the last 20 years. The laboratory conducts important research, much of it focusing on the New York Bight and other mid-Atlantic waters. Fires in 1985 destroyed a major portion of the facility. Since that time, researchers have conducted their work from temporary trailers.

The Committee has previously supported efforts to expedite the restoration of the laboratory and its functions, and directed the Department to develop a plan to replace or restore the facility with a minimum of disruption to its vital functions. The State of New Jersey has submitted a plan that would accomplish that goal, and the Department recently accepted that plan and announced its decision to rebuild the laboratory in New Jersey.

The Committee supports this decision and expects the Department to move expeditiously to implement the plan to rebuild the laboratory in New Jersey. The Committee directs the Department to submit a report to the Committee, on or before April 1, 1988, detailing the progress of these efforts. Such report shall include the current status of the project, a projected schedule for completion of the new facility, and a description of any additional resources needed to fully implement the plan.

FISHERMEN'S CONTINGENCY FUND

1987 appropriations to date	$750,000
1988 budget estimate	750,000
House allowance	750,000
Committee recommendation	750,000

The Committee recommends an appropriation of $750,000, the same as 1987 appropriations to date, the budget request, and the House allowance.

U.S. commercial fishermen are entitled, by title IV of the Outer Continental Shelf Lands Amendments of 1978, to compensation for damage or loss of fishing gear and resulting economic loss due to obstructions related to oil and gas exploration, development, and production in any area of the Outer Continental Shelf.

Holders of a lease, an exploration permit, easement, or rights-of-way are required to pay into the fund an amount not to exceed $5,000 per calendar year. Although the program does not use appropriated funds, the law stipulates that disbursements can be made only to the extent authorized in appropriation acts.

FOREIGN FISHING OBSERVER FUND

1987 appropriations to date	$2,000,000
1988 budget estimate	2,000,000
House allowance	2,500,000
Committee recommendation	2,000,000

The Committee recommends an appropriation of $2,000,000, the same as 1987 appropriations to date and the budget request, but $500,000 below the House allowance.

The Foreign Fishing Observer Fund, established by Public Law 96–339, which amended the Atlantic Tuna Convention Act of 1975, is to be used by the Secretary of Commerce to pay salaries, administrative costs, and data management costs associated with full observer coverage aboard certain foreign fishing vessels within the U.S. fishery conservation zone. Amendments to the Magnuson Fishery Conservation Act now allow foreign governments to contract for observer services from contractors approved by the Secretary. The current level of coverage is expected to continue with a decrease in direct appropriations and an increase in direct contracts.

FEDERAL SHIP FINANCING FUND, FISHING VESSELS

(LIMITATION ON GUARANTEED LOANS)

The Committee has not approved the appropriation language requested in the budget which would prohibit loan guarantee authority for construction of fishing vessels during fiscal year 1988 from the Federal ship financing fund.

Patent and Trademark Office

SALARIES AND EXPENSES

1987 appropriations to date	$98,000,000
1988 budget estimate	135,542,000
House allowance	130,700,000
Committee recommendation	129,500,000

The Committee recommends an appropriation of $129,500,000. This amount is $31,500,000 above 1987 appropriations to date, $1,200,000 below the House allowance and $6,042,000 below the budget request.

The Committee recommendation includes a net increase of $19,756,000 for adjustments to base and built-in changes. The Committee recommendation also includes all of the program increases requested, totaling $30,752,000. This amount includes $19,377,000 and 117 positions for patent process; $436,000 for trademark process; $3,123,000 and 3 positions for information dissemination; and $7,816,000 and 50 positions for executive direction.

The Committee recommendation also reflects an increase of approximately $5,000,000 in fee collections above the estimate in the budget request. The Committee notes that current projections for patent and trademark fees for fiscal year 1987 are $139,860,000 as compared with an original projection of $131,827,000. Therefore, the Committee believes that it is not unreasonable to expect an increase of $5,000,000 or 3.4 percent above the original projection of $146.8 million in fees for fiscal year 1988.

The Committee has also made a general reduction of $1,200,000.

National Bureau of Standards

SCIENTIFIC AND TECHNICAL RESEARCH AND SERVICES

1987 appropriations to date	$123,368,000
1988 budget estimate	138,625,000
House allowance	139,500,000
Committee recommendation	160,900,000

The Committee recommends an appropriation of $160,900,000, an increase of $37,532,000 over the 1987 appropriations to date. The amount recommended is $22,275,000 above the budget request and $21,400,000 above the House allowance. The Committee has also made a general reduction of $1,600,000.

The Committee recommendation includes a net increase of $13,700,000 for adjustments to base and built-in-changes. This amount includes a $2,000,000 increase for the cold neutron research facility.

The Omnibus Trade and Competitiveness Act of 1987, which passed the Senate in July, upgrades the National Bureau of Standards to a National Institute of Technology in order to improve U.S. industrial competitiveness. In particular, it provides for new research to provide the precise measurements and quality assurance techniques necessary to improve manufacturing and the rapid commercialization of new technologies. It also provides for improved efforts to disseminate NBS technology to U.S. industry.

INCREASE FOR COMPETITIVENESS

To promote improved U.S. industrial competitiveness, the Committee recommendation includes $25,200,000 and 206 positions for NBS program increases.

This amount includes $3,550,000 and 36 positions for measurement research and standards to increase the effectiveness of industrial process control and quality assurance; $750,000 and 11 positions to support a pilot program to produce selected computerized standard reference data bases. The amount also includes $1,500,000 and 12 positions for materials science and engineering to fund research on production monitoring techniques and durability and performance of composites. The increase also includes $5,500,000 and 46 positions for engineering measurements and standards to provide measurement technology and services for components required for modern communications and computer systems (fiber optics) of which $2,000,000 is for construction of necessary facilities for the programs; $1,500,000 and 16 positions to develop engineering measurement techniques and reference data to support the engineering and control of biochemical manufacturing processes; $4,000,000 and 67 positions for characterization and processing of high-temperature superconducting materials; and $1,000,000 for equipment for advanced semiconductor manufacturing techniques.

CENTERS FOR THE TRANSFER OF MANUFACTURING TECHNOLOGY

The program increases also include $7,400,000 and 18 positions for the principal technology extension program in the Omnibus Trade and Competitiveness Act, NBS-supported regional Centers for the Transfer of Manufacturing Technology. The Committee intends that these funds be used to create at least three regional centers within the United States to transfer NBS's technology and expertise in automated manufacturing to small and medium-sized firms. These centers, to be geographically distributed, shall serve as demonstration and training facilities to provide information and assistance on state-of-the-art manufacturing to American firms hard-pressed by foreign competition.

CENTERS FOR FIRE RESEARCH AND BUILDING TECHNOLOGY

The Committee continues to support the programs of the Center for Fire Research and the Center for Building Technology of the National Bureau of Standards and has not approved the requested reduction of $3,872,000 and 49 positions associated with the proposal to combine these activities into a single entity. The Committee intends that these centers be continued as separate organizations during fiscal year 1988.

National Telecommunications and Information Administration

SALARIES AND EXPENSES

1987 appropriations to date	$13,213,000
1988 budget estimate	14,718,000
House allowance	14,500,000
Committee recommendation	14,400,000

The Committee recommends an appropriation of $14,400,000, an increase of $1,187,000 above the 1987 appropriations to date. The amount recommended is $318,000 below the request and $100,000 below the House allowance.

The amount recommended includes all of the adjustments to base and built-in changes requested, to which the Committee has applied a general reduction of $100,000. The Committee recommendation also includes the program increase of $500,000 requested for the International Policies Program to provide for international conference preparation, policy development, and bilateral trade support activities. The Committee expects the increase of $225,000 and three positions requested for spectrum plans and policies to implement the telecommunications protocol with China to be absorbed within the total amount provided.

COVERAGE OF PUBLIC TV AND RADIO

During the course of hearings on the fiscal year 1988 appropriation for NTIA, information on the extent to which public radio and television broadcast signals reach territory in the continental 48 States was determined to be not fully available. While a 1982 study by NTIA showed that 95 percent of the U.S. population has access to either a public television or public radio broadcast signal, there is insufficient data on the extent to which public radio and television are available to households, respectively. NTIA only provides information on the percentage of U.S. households that receive either radio or television, but does not provide information on the respective percentages.

The Committee, therefore, directs NTIA to conduct a study on the extent to which public radio signals and public television signals are available, and to provide respective percentages for households and territory. Because the Committee believes it is important to provide these services to as many rural residents as possible, the study should include an analysis of how these areas might best be served.

PUBLIC TELECOMMUNICATIONS FACILITIES, PLANNING, AND CONSTRUCTION

1987 appropriations to date	$20,500,000
1988 budget estimate	.....
House allowance	20,500,000
Committee recommendation	22,200,000

The Committee recommends an appropriation of $22,200,000 an increase of $1,700,000 above the fiscal year 1987 appropriations to date and the House allowance. The administration recommended no funds for the continuation of this program.

The Committee has allocated $1,200,000 out of the total amount recommended to be available for program management as authorized by section 391 of the Communications Act of 1934, as amended.

The Committee continues to give strong support to this program. These grants have made a vital contribution to that segment of the Nation's populace which has had access to public radio and television, but there are some areas remaining in which such access is unavailable. In addition, a significant portion of the equipment that was funded in the early years of this program has become obsolete or irrepairable and requires replacement. Because the goal of this program is to improve coverage of existing stations and to expand coverage through the establishment of new stations, the Committee has provided funding for these purposes for fiscal year 1988, including funds for the purpose of replacing old and obsolete equipment.

PEACESAT

The Pacific Basin is of strategic importance to the United States. Several nations, including the Soviet Union, China, and Japan, are seeking to establish their influence in the region. The Pacific islands are geographically isolated and relatively poor. The people on these islands have a great need for high-quality, inexpensive communications services to maintain contact with the developed world. As well as being of strategic importance, these island communities are important economically. Markets on these islands are growing, and goods are being shipped throughout the world. It is important that these communities become more integrated into world markets.

The Pacific island communities have been without an educational, medical, and cultural communications program for an unacceptable amount of time. The Committee is recommending a program to provide essential information to the people of the region and encourage the region's economic growth. The United States will benefit commercially and strategically.

The Committee has provided $1,700,000 and directs the National Telecommunications and Information Administration to establish a new communications system in the Pacific to satisfy the growing communications needs of the people of the Pacific Basin. This funding will allow NTIA to negotiate and secure space segment for the program as quickly as possible, and to secure the services of an experienced manager of the program and shall oversee the management and operation of the program. In addition, NTIA shall encourage the communities served by this program to locate new satellite services for future use and to find new funding sources.

GENERAL PROVISIONS—DEPARTMENT OF COMMERCE

The Committee has inserted several new general provisions in the bill with regard to the Department of Commerce, as follows:

Section 105 allows the Secretary of Commerce to provide for contingent liability in the event of termination of multiyear contracts for the Advanced Weather Interactive Processing System [AWIPS].

Section 106 transfers loans made under the authority of the Trade Act of 1974 to the Economic Development Revolving Fund.

Section 107 authorizes the Secretary of Commerce to exchange land in order to expand the NOAA facility in Pascagoula, MS.

Section 108 establishes a buying power maintenance fund for the Department of Commerce. This fund will help the Department cope with fluctuations in foreign currencies and is similar to funds previously established for the Department of State and the Board for International Broadcasting.

TITLE II—DEPARTMENT OF JUSTICE

The total amount of new budget authority recommended by the Committee for the Department of Justice is $5,303,943,000, which is $354,000,000 more than the 1987 appropriation, $17,237,000 less than the budget estimates, and $55,193,000 over the House allowance for the Department.

ENFORCEMENT OF THE ARCHEOLOGICAL RESOURCES PROTECTION ACT

The Committee is supportive of administration efforts to protect the cultural artifacts that document the diverse heritage of the Nation. The Committee is especially pleased that the interagency archeological task force is making a coordinated effort to improve the protection of our archeological resources.

The Department of the Interior and the U.S. Forest Service have made progress in protecting archeological sites against destruction and looting, but much remains to be done. There are an estimated 2 million archeological sites in New Mexico, Arizona, Colorado, and Utah. Over 800,000 of these sites are in New Mexico alone. One-third of all recorded archeological sites in the Southwest have been looted, but the problem is of national proportion. In 1985, two-thirds of all documented archeological vandalism on Park Service land occurred in the mid-Atlantic region.

The Committee believes that Department of Justice resources must be specifically assigned to insure that the Archeological Resources Protection Act [ARPA] is properly enforced. Accordingly, the Committee directs that not less than $1,000,000 be allocated for the arrest and prosecution of persons trafficking in looted archeological artifacts. The Committee expects a report from the Department not later than February 1, 1988, of the Department's activities with regard to the enforcement of the ARPA.

General Administration

SALARIES AND EXPENSES

1987 appropriations to date	$75,175,000
1988 budget estimate	103,513,000
House allowance	90,400,000
Committee recommendation	93,580,000

The Committee recommends an appropriation of $93,580,000, an increase of $18,405,000 over the 1987 appropriations to date. The amount

recommended is $9,933,000 less than the budget request but $3,180,000 more than the House allowance.

This appropriation funds the development of policy objectives and the management of the Department and two organizations responsible for the administrative review and appeal of decisions relating to individuals: the Executive Office for Immigration Review and the Pardon Attorney.

The Committee recommendation provides for uncontrollabe cost increases, savings from management initiatives, and nonrecurring decreases. The Committee has approved requested program increases of $106,000 and 2 positions to meet the increased foreign intelligence and counterintelligence related workload in the Office of Intelligence Policy and Review and $999,000 and 13 positions for the Executive Office of Immigration Review. Additionally, the recommendation reflects a reduction to the fiscal year 1988 base resulting from decreases in the Fiscal Year 1987 Supplemental Appropriations Act, Public Law 100–71 and a general reduction of $150,000.

WORKING CAPITAL FUND

1987 appropriations to date	
1988 budget estimate	$4,000,000
House allowance	
Committee recommendation	

The Committee recommendation denies the requested increase of $4,000,000 in the working capital fund to relocate the Washington, DC, data center. The Committee has included bill language allowing the Department to derive this additional capital from current operating income.

U.S. PAROLE COMMISSION

1987 appropriations to date	$10,539,000
1988 budget estimate	12,253,000
House allowance	12,250,000
Committee recommendation	12,164,000

The Committee recommends an appropriation of $12,164,000, $1,625,000 over the 1987 appropriations to date. The amount recommended is $89,000 less than the budget estimate and the House allowance. The Committee recommendation provides for uncontrollable cost increases, nonrecurring decreases, and requested program growth. The Committee has also made a general reduction of $86,000.

The U.S. Parole Commission is an independent body within the Department of Justice which makes decisions regarding the granting or denial of parole, conditions of parole, supervision of parolees and mandatory releases, recommitment in the event of violation of the conditions of supervision, and termination of supervision as outlined in the 1976 Parole Commission and Reorganization Act.

LEGAL ACTIVITIES

GENERAL LEGAL ACTIVITIES

1987 appropriations to date	$220,893,000
1988 budget estimate[1]	303,485,000
House allowance[2]	284,400,000
Committee recommendation	254,650,000

[1] Budget estimate has been adjusted to reflect Committee's recommendation of funding U.S. attorneys and Antitrust Division as separate accounts.
[2] House allowance includes funding for the Antitrust Division in this account.

The Committee recommends an appropriation of $254,650,000, an increase of $33,757,000 over 1987 appropriations to date. The amount recommended is $48,836,000 less than the budget request but $16,651,000 more than the House allowance after excluding funds designated by the House for antitrust activities.

This appropriation supports the Attorney General through the establishment of litigative policy, conduct of litigation, and various other legal responsibilities, through the Office of the Solicitor General, the Tax Division, the Criminal Division, the Office of Legal Counsel, the Civil Rights Division, the Land and Natural Resources Division, the Civil Division, and Interpol.

The Committee recommendation will provide for the requested uncontrollable increases, nonrecurring decreases, and management savings. The Committee has also made a general reduction of $324,000. In addition, the recommendation provides a portion of the requested program increases for the Criminal Division ($1,420,000 and 12 positions), the Tax Division ($3,100,000 and 30 positions), the Civil Division ($5,738,000 and 50 positions, including $1,390,000 and 11 positions for the Immigration Litigation Program), and the Lands and Natural Resources Division ($2,451,000 and 13 positions). The Committee has provided the full funding requested for the Civil Rights Division, and Interpol. The recommendation does not include the requested increase for office automation projects.

The Committee has once again denied the merger of the U.S. Attorneys and the Antitrust Division into the "General legal activities" account and kindly suggests to the Department to cease and desist from resubmitting this proposal.

ANTITRUST DIVISION

SALARIES AND EXPENSES

1987 appropriations to date	$43,945,000
1988 budget estimate[1]	46,401,000
House allowance[2]	.....
Committee recommendation	48,260,000

[1] Reflects the portion of the "General legal activities" account designated for the Antitrust Division.
[2] House bill includes funding for the Antitrust Division in the "General legal activities" account.

The Committee recommends an appropriation of $48,260,000, an increase of $4,315,000 over the 1987 appropriations to date. The amount recommended is $1,859,000 more than the budget request and the

House allowance for antitrust activities included in the "General legal activities" appropriation.

The Committee has denied the proposed decrease of $2,109,000, as well as the request to merge this appropriation with the "General legal activities" account. However, the Committee has made a general reduction of $250,000.

The Antitrust Division acts on antitrust cases before the Supreme Court as authorized by the Solicitor General; represents the interests of the United States in the courts of appeals in all civil and criminal cases brought by the United States under the Federal antitrust laws; reviews certain decisions of the Interstate Commerce Commission, the Federal Communications Commission, the Federal Maritime Commission and the Nuclear Regulatory Commission, and prepares an appeal position for the United States; and prepares and files amicus briefs in the district courts, the courts of appeals and the Supreme Court in selected private antitrust cases.

U.S. Attorneys

SALARIES AND EXPENSES

1987 appropriations to date	$357,328,000
1988 budget estimate[1]	413,555,000
House allowance	391,700,000
Committee recommendation	397,895,000

[1] Reflects the portion of the "General legal activities" account designated for U.S. attorneys.

The Committee recommends an appropriation of $397,895,000 for the activities of U.S. attorneys. The recommendation is $40,567,000 more than the 1987 level, $15,660,000 less than the budget request but $6,195,000 more than the House allowance.

The Committee recommendation provides increases of $12,624,000 and 250 positions. Of this amount $10,061,000 and 201 positions are for the Criminal Program to enhance narcotics and dangerous drug and white collar crime litigation, $1,285,000 and 27 positions are for the Civil Program, and $1,278,000 and 22 positions are for organized crime drug enforcement activity. Finally, the recommendation includes $28,048,000 in uncontrollable cost adjustments, including the annualization of the additional positions funded in fiscal year 1987 and a general reduction of $105,000.

The Committee has denied the Department's request to merge this account with the "General Legal Activities" appropriation.

The Committee is well aware of the tremendous caseloads currently being processed by the U.S. attorneys offices throughout the country. The Committee is very concerned that this caseload will become unprecedented with the enactment of the Anti-Drug Abuse Act, the new sentencing guidelines, and the Superfund Amendments and Reauthorization Act. Therefore, the Committee urges the Department to use its 1988 resources to distribute additional positions for assistant attorneys to those regions of the country where it is projected that the new drug, crime, and environmental laws will have the most dramatic impact and

where additional positions were not provided under the Anti-Drug Abuse Act resources and the Operation Alliance initiative, or in areas experiencing unprecedented increases in workload resulting from environmental initiatives.

U.S. TRUSTEE SYSTEM FUND

1987 appropriations to date	$12,000,000
1988 budget estimate	53,525,000
House allowance	50,600,000
Committee recommendation	39,985,000

The Committee recommends a total of $50,585,000 for the U.S. Trustees Program, of which $10,600,000 is to be derived from fees collected pursuant to Public Law 99–554, for the expenses of the U.S. trustees. The Committee recommendation provides for annualization of positions and other expenses funded in fiscal year 1987, as well as other uncontrollable cost increases and for the requested program changes. The Committee recommendation reflects a reduction to the fiscal year 1988 base resulting from decreases in the Fiscal Year 1987 Supplemental Appropriations Act (Public Law 100–71), and a general reduction of $15,000.

Fiscal year 1988 represents the second year of expansion pursuant to the Bankruptcy Judges, U.S. Trustees, and Family Farmer Bankruptcy Act of 1986 (Public Law 99–554). This act, signed on October 27, 1986, established a U.S. trustee system fund in the U.S. Treasury and provided for the collection and deposit of filing fees and maintenance charges into the fund to finance program operations. The system of fees and charges is intended to produce sufficient revenue to cover program costs once the program is operational nationwide. The Department is seeking direct appropriations into the fund to finance the program expansion in 1987 and 1988. The program expansion will be completed in 1989. If program revenues are allowed to accumulate in the fund during 1987 and 1988, sufficient revenues should be collected to allow future requests to be met from fund balances as intended by Congress. The Committee understands that deposits into the fund to date have exceeded the Department's expectations and has, therefore, included language to permit the use of a portion of these funds to meet 1988 expenses.

FOREIGN CLAIMS SETTLEMENT COMMISSION

1987 appropriations to date	$564,000
1988 budget estimate	510,000
House allowance	500,000
Committee recommendation	500,000

The Committee recommends an appropriation of $500,000, a decrease of $64,000 from the 1987 appropriations to date. The amount recommended is $10,000 less than the budget estimate but the same as the House allowance.

The Committee recommendation reflects requested amounts for un-

controllable increases as well as a decrease because of the substantial completion of current and past programs involving claims of U.S. nationals for losses of property through confiscation, expropriation, or other means in foreign countries.

The principal mission of the Foreign Claims Settlement Commission is to settle the claims of American citizens arising out of nationalization, expropriation, or other takings of their properties and interest by certain foreign governments. The Commission also serves in an advisory capacity to other Government agencies in matters of policy on claims of the United States against foreign governments.

U.S. Marshals Service

SALARIES AND EXPENSES

1987 appropriations to date	$164,445,000
1988 budget estimate[1]	198,474,000
House allowance	182,800,000
Committee recommendation	192,720,000

[1] Adjusted to exclude $17,618,000 associated with the proposed transfer of the Protection of Witnesses Program from the "Fees and expenses of witnesses" appropriation.

The Committee recommends an appropriation of $192,720,000 for the U.S. Marshals Service. This is $28,275,000 more than the 1987 level and $9,920,000 more than the House allowance. The recommendation is $5,754,000 less than the budget request, which has been adjusted to exclude those items associated with the proposed transfer of the Protection of Witnesses Program, which the Committee has not approved.

The recommendation includes the amount requested for uncontrollable cost increases as well as $12,920,000 of the program increases requested for prisoner transportation, witness security, and judicial security. The Committee recommendation also reflects approval of the reductions proposed for management savings, and nonrecurring costs and a general reduction of $473,000.

The Committee also recommends language which would allow the Marshals Service to collect fees for the service of civil process as authorized by Public Law 99–643.

SUPPORT OF U.S. PRISONERS

1987 appropriations to date	$69,630,000
1988 budget estimate	76,914,000
House allowance	74,800,000
Committee recommendation	76,900,000

The Committee recommends an appropriation of $76,900,000, an increase of $7,270,000 over 1987 appropriations to date. The amount recommended is $14,000 below the budget request but $2,100,000 above the House allowance.

This appropriation covers the costs of care and housing of Federal prisoners in contract detention facilities.

The Committee recommendation will provide for uncontrollable cost increases, nonrecurring decreases, and the requested program growth

for additional inmate days of $4,485,000. In addition, the Committee has included $5,000,000 for the Cooperative Agreement Program [CAP] which will enable selected State and local governments to renovate, construct, and equip correctional facilities in exchange for the guarantee of additional beds for unsentenced Federal prisoners in the future. The recommended program increase will fund CAP agreements that will guarantee approximately 250 beds.

FEES AND EXPENSES OF WITNESSES

1987 appropriations to date	$52,187,000
1987 budget estimate[1]	54,977,000
House allowance	56,000,000
Committee recommendation	54,977,000

[1] Budget estimate adjusted to include $17,618,000 associated with the Protection of Witnesses Program.

The Committee recommends an appropriation of $54,977,000, an increase of $2,790,000 over the 1987 level. The recommendation is the same as the budget request, which has been adjusted to reflect the Committee denial of the transfer of the Protected Witness Program to the Marshals Service, and $1,023,000 below the House allowance.

This appropriation provides for fees and expenses of witnesses who appear on behalf of the Government in cases in which the United States is a party, including fact and expert witnesses, mental competency examinations, and witness protection.

The Committee recommendation will provide for the uncontrollable cost increases and program changes requested as reflected in the Department's appeal letter received by the Committee following House action on the bill.

COMMUNITY RELATIONS SERVICE

SALARIES AND EXPENSES

1987 appropriations to date	$29,786,000
1988 budget estimate	29,123,000
House allowance	29,100,000
Committee recommendation	29,050,000

The Committee recommends an appropriation of $29,050,000, a decrease of $736,000 from the 1987 appropriations to date. The amount recommended is $73,000 less than the budget request and $50,000 less than the House allowance. The Committee recommendation provides for uncontrollable cost increases. The Committee also recommends reductions of $2,312,000 associated with savings from management initiatives, nonrecurring decreases and program decreases resulting primarily from savings due to consolidation of Mariel Cuban in-patient care at St. Elizabeths Hospital as well as a general reduction of $50,000.

The Community Relations Service was established by title X of the Civil Rights Act of 1964 to provide assistance to communities in resolving disagreements arising from discriminatory practices. The Service is also responsible for administering the program of assistance for Cuban and Haitian entrants, as mandated by section 501(c), title V of the Refugee Education Assistance Act of 1980.

ASSETS FORFEITURE FUND

1987 appropriations to date	$75,000,000
1988 budget estimate	120,000,000
House allowance	90,000,000
Committee recommendation	120,000,000

The Committee recommends a total of $120,000,000 for the Assets Forfeiture Fund. This is the same as the budget request and $30,000,000 more than the House allowance.

The recommendation includes amounts for nonreimbursable and program-related expenditures (payment of rewards for information, retrofitting of conveyances, and purchases of evidence, ADP lease or purchase, and training or printing), and for the business-type expenditures payable from the fund (expenses of seizing and managing property, payment of liens and expenses of remission or mitigation). The Committee has not included language added by the House which would have delayed payments from the fund to State and local organizations until October 1, 1988. The equitable sharing provisions of the assets forfeiture law have proven to be an effective means of fostering cooperation among the various law enforcement agencies involved in the war on drugs.

PROGRAM-RELATED EXPENDITURES

The Committee is aware that under expanded authorities contained in the Anti-drug Abuse Act of 1986, Public Law 99–554, the Federal Bureau of Investigation, Drug Enforcement Administration, U.S. Marshals Service, Immigration and Naturalization Service and the Department's Criminal Division may bill the Assets Forfeiture Fund for program-related expenses in the areas of ADP, awards, purchase of evidence, retrofitting of vehicles and training. The Committee directs the Department to submit quarterly reports on the levels authorized for program-related expenditures for each of the agencies, as well as actual billings which have occurred. In addition, the Committee fully expects that the Department will comply with established reprogramming guidelines if billings to the fund should reduce or eliminate the need for appropriated funds in these areas.

FEDERAL BUREAU OF INVESTIGATION

1987 appropriations to date	$1,298,303,000
1988 budget estimate	1,484,421,000
House allowance	1,403,100,000
Committee recommendation	1,440,420,000

The Committee recommends an appropriation of $1,440,420,000, an increase of $142,117,000 over the 1987 appropriations to date. The amount recommended is $44,001,000 less than the budget request but $37,320,000 more than the House allowance.

The Committee recommendation will provide for the uncontrollable increases requested including annualization of additional positions funded in fiscal year 1987. The Committee recommendation also reflects

nonrecurring decreases. The Committee did not agree to the requested reduction of $2,000,000 and 200 positions associated with OMB-directed management initiatives. However, the Committee has made a general reduction of $12,909,000.

The recommendation will fully fund the Bureau's request for the Foreign Counterintelligence Program as well as one-half of the Bureau's request for additional agents for other high-priority field investigative programs in fiscal year 1988. The total number of agents funded is 9,715. In addition, the recommendation includes $13,000,000 for the construction of an integrated FBI-DEA engineering research facility.

It is the intention of the Committee that resources appropriated in fiscal year 1987 for the renovation and expansion of the New York field office be retained in the FBI funding base through fiscal year 1990 in order to provide funding for the translation and recording system.

The Committee is aware and supportive of the FBI's utilization of appropriated funds to conduct training in the United States and abroad for foreign law enforcement personnel as an extension of training programs designed for State and local officers and to enhance the FBI's mission to conduct investigations which develop an international character.

Drug Enforcement Administration

SALARIES AND EXPENSES

1987 appropriations to date	$490,193,000
1988 budget estimate	522,047,000
House allowance	521,400,000
Committee recommendation	517,800,000

The Committee recommends an appropriation of $517,800,000, an increase of $27,607,000 over the 1987 appropriations to date. The amount recommended is $4,247,000 less than the budget request and $3,600,000 less than the House allowance.

The Committee recommendation will provide for the uncontrollable increases requested including annualization of additional positions funded in fiscal year 1987. The Committee recommendation also reflects nonrecurring decreases, a general reduction of $3,600,000, and $23,200,000 of the requested program increases. The program increases requested and approved include 56 additional positions and $7,200,000 for domestic enforcement, 28 additional positions and $4,000,000 for research, engineering, and technical operations, and 15 additional positions and $12,000,000 for automatic data processing and telecommunications. The Committee did not agree to the requested reduction of $911,000 and 58 positions associated with OMB-directed management initiatives.

Included in this recommendation is $10,571,000 requested by the DEA to TEMPEST its automatic data processing [ADP] equipment. The Committee has been made aware of concerns raised by the General Accounting Office about possible overuse of TEMPEST, predominantly in the Defense Department. The Committee understands that

overall Federal guidelines on TEMPEST procurements are currently being finalized, and the Committee wishes to ensure that TEMPEST procurements by the DEA comply with these guidelines. The Committee directs the Justice Department to submit a report, prior to obligation of the TEMPEST funds, to certify that the DEA is in compliance with the new guidelines.

EMERGING FOREIGN CRIMINAL ORGANIZATIONS

The Committee is concerned about the increasing threat posed by emerging foreign criminal groups trafficking in narcotics. The Committee notes that this development is creating an increasing need for personnel having foreign language skills, particularly the ability to speak the languages and dialects of emerging drug trafficking groups, and to conduct simultaneous interpretations of foreign languages for Federal agents utilizing a variety of investigative methods. The Drug Enforcement Administration, therefore, shall survey its offices that are investigating emerging foreign criminal groups to determine the personnel, foreign language, and related needs of those offices. DEA shall report back to the Committee on the results of this survey no later than 90 days after the date of enactment of this act, with recommendations for assuring DEA offices the increased personnel, language skills, and other resources they require.

IMMIGRATION AND NATURALIZATION SERVICE

1987 appropriations to date	$745,990,000
1988 budget estimate	838,828,000
House allowance	815,300,000
Committee recommendation	815,300,000

The Committee recommends an appropriation of $815,300,000, an increase of $69,310,000 over the 1987 appropriations to date. The amount recommended is the same as the House allowance but $23,528,000 less than the budget estimate.

The Committee recommendation provides for the requested uncontrollable cost increases and nonrecurring decreases. The Committee recommendation does not approve the requested reduction for OMB management initiatives, but does include a decrease to the fiscal year 1988 base associated with reductions in the fiscal year 1987 supplemental. Language has been included to allow $35,000,000 for construction to remain available until expended.

The Committee did not approve the requested language change which would have removed the authority to purchase uniforms without regard to the general purchase price limitation for the current fiscal year. This language will allow for the purchase of uniforms needed in performance of normal duties. Additionally, the Committee deleted language prohibiting the closing of the Immigration and Naturalization Service [INS] northern regional office at Fort Snelling, MN, since there is no indication that INS still wishes to close this office.

The Committee has included language to require the Commissioner of Immigration and Naturalization to use sealed bid or competitive proposal procedures to secure any nationwide employer telephone verification system. Since the cost burden of this system is borne by employers throughout the country, it is important that a competitive bidding process is followed to ensure the lowest possible price for the service. The Committee notes that this provision is not intended to affect the pilot project mandated by the Immigration Reform and Control Act.

IMMIGRATION INSPECTIONS

Public Law 99–500/591 authorized the Attorney General to charge and collect a $5 fee for immigration inspection of passengers arriving at air and sea ports of entry in the United States. The law stipulates that these funds are to be used exclusively for expenses incurred by the Attorney General in providing immigration inspection and preinspection services at air and sea ports.

Information received by the Committee indicates that significant delays at INS inspection points continue to be a problem at many large airports, including John F. Kennedy International Airport in New York and Newark International Airport in New Jersey. The Committee further understands that 300 additional inspectors funded from INS inspection user fees are in the process of being hired, trained, and assigned to the airports.

The Committee directs the Immigration and Naturalization Service to report in writing by February 1, 1988, on gateway delays occurring at the Nation's 10 largest airports. This report should adequately record delays at INS inspection points for the previous 3 years. The report should detail actions taken by the INS to reduce gateway inspection delays, especially the impact of the 300 additional inspectors. Additionally, the agency should report on other initiatives undertaken to improve processing of foreign passengers at this country's commercial facilities, and note the recommendations of the INS User Fee Advisory Committee established pursuant to Public Law 99–500/591.

Additionally, the Committee has been made aware of delays on the part of INS in handling shifts in workload between inspection points. A case in point is the current diversion of air traffic into Detroit Metro Airport. It appears that the INS has been slow in dealing with such shifts in workload which will create excessive delays at the inspection points receiving the new workload. The Committee directs the INS to submit a report by February 1, 1988, detailing the current procedures for dealing with shifting workloads and how they can be improved. Furthermore, the Committee encourages the INS to expedite the shifting of resources to counteract current workload changes.

Finally, the Committee recommendation includes funds to continue the initiative begun in fiscal year 1987 for land border ports of entry. The INS is directed to continue to fund at an annualized rate the additional work-years and overtime provided in fiscal year 1987 to relieve the delays currently being experienced on our southern and northern borders.

INS TEMPORARY WORKER VISAS

The Immigration and Naturalization Service is in the process of amending its rules governing certain nonagricultural H visas issued under the provisions of section 101(a)(15)(H) of the Immigration and Nationality Act (8 U.S.C. 1101 (a)(15)(H)). These visas permit nonimmigrant aliens (aliens having a residence in a foreign country which they have no intention of abandoning) to enter the United States temporarily to perform labor or services or to receive training. Serious concern has arisen that the final rule the INS proposes to issue, as evidenced by the draft final rule, is inconsistent with the Congress' intent and does not provide proper protection for American workers. Accordingly, in section 205 of the bill the Committee recommends that no final rule on H-visas be issued or implemented in the rulemaking proceeding commenced August 8, 1986 (51 Federal Register 28576–28589) before October 1, 1988, in order to permit these issues to be resolved.

Additionally, concerns have also been raised by professional sports groups about the definition of preeminence, which is required for H–1 visa eligiblity. A narrow definition of preeminence may exclude a majority of foreign athletes from playing Jai Alai, baseball, and hockey. The Committee believes that the skills necessary for athletes to qualify for professional sports makes them inherently preeminent. The Committee understands that the INS in its operating instructions plans to define major league professional athletes (for example baseball's American and National Leagues and the National Hockey League) and professional Jai Alai players as preeminent and, therefore, eligible for H–1 visas. The Committee supports this decision and expects the INS to include the definition in its instructions. The Committee directs the INS to forward a copy of their final operating plan to the Committee 2 weeks prior to implementation.

CRIMINAL ALIEN INVESTIGATIONS IN NEW YORK AND NATIONWIDE

The Attorney General, acting through the Immigration and Naturalization Service, shall increase the Service's participation in the Organized Crime Drug Enforcement Task Force and Racketeering Strike Force Programs, and shall ensure that, in every district, a much greater priority is given to proactive investigations of emerging alien crime groups such as the Triads.

The Committee finds that the assignment of 50 percent of criminal investigators to an employer education program for 1 year is inappropriate. It is neither required nor suggested by section 505 of H.R. 1827, the supplemental appropriations bill for fiscal year 1987, nor by accompanying report language.

The Committee is disturbed by the alarming and unprecedented attrition of criminal investigators assigned to the New York District Office (the number of journeyman special agents has decreased by more than 50 percent between 1980 and 1987); the lack of criminal alien organization investigations (511.1 cases) and Organized Crime Drug Enforcement Task Force investigations (511.6 cases); and an extremely small

number of narcotics seizures (only 8 of the 2,074 narcotics seizures by INS nationwide from October 1986 through February 1987 were made in New York).

The weaknesses of the New York District Office's Criminal Alien Investigations Program are documented in three GAO reports issued between March 1986 and March 1987 and the Service's response to questions submitted at the April 30, 1987, appropriations hearing.

The Committee is interested in learning the extent to which these problems are limited to the New York District and the extent to which they are representative of INS's Criminal Alien Investigations Program nationwide.

The Immigration and Naturalization Service shall report to the Committee on November 1, 1987, why the number of criminal investigators nationwide has been reduced since 1981.

On November 1, 1987, and on the first day of January, July, and September 1988, the Immigration and Naturalization Service shall report to the Committee on its efforts to correct the above-stated problems and deficiencies in its Criminal Alien Investigations Program, and to ensure that its Criminal Alien Investigations Program in New York and nationwide becomes a much more aggressive, energetic, and effective one, particularly by opening investigations of major alien criminals and bringing those cases to successful conclusions.

These reports shall include, but shall not be limited to, for each of the INS districts, the number of: heroin, cocaine, and other drug seizures, and the volume of such seizures; open 511.1 and 511.6 cases, and special agents actively investigating such cases; unfilled vacancies in each investigations unit; on-duty investigations special agents (supervisory and journeyman); INS special agents assigned to each of the organized crime drug enforcement task forces, and other Justice Department strike forces and task forces; investigations special agents assigned to noninvestigations activity such as employer sanctions education and detention duty at INS detention centers. The information provided in each report shall be for both the calendar year to date and for the period since the preceding report.

CITIZENSHIP APPLICATIONS

The Committee continues to be concerned about the number of citizenship applicants who are turned away, yet not officially denied, annually by the INS. In 1985, there were 139,663 applicants turned away, and in 1986, 111,167 were turned away. The INS does not yet have information on who these citizenship applicants are, such as their country of origin, and the reasons why they are turned away. In the fiscal year 1987 bill report, the Committee directed the INS to conduct a study on the nature of applicants who are termed "nonfiles" and "returns." The Committee directs the INS to more fully comply with the fiscal year 1987 directive to analyze in a comparative perspective the citizenship applicants classified as "nonfiles" and "returns," analyzing their national backgrounds and their reasons for being turned away. Specifically, this

report should provide comparative data on the percentage of each national origin group turned away for each INS district office for a common time period. The report should also contain an explanation of the methodology used to evaluate the reason applicants were turned away. The report should be complete by February 1, 1988.

INDOCHINESE REFUGEE PROCESSING

The Committee is dedicated to sustaining an ongoing, fair, and orderly processing of individuals seeking admission to the United States under the authority of the Rufugee Act of 1980. Since 1975 over 900,000 refugees have resettled in the United States and subsequently made significant cultural, educational, and economic contributions to their respective States, and to the Nation.

But while the overall refugee processing performance has been a credit to the United States, incidents in recent years have cast an ugly shadow on the integrity and efficiency of the refugee processing and resettlement program. In recent years, the Immigration and Naturalization Service [INS] has come under increasing attack for allegedly arbitrary processing of refugees—particularly Indochinese refugees. As an indication of broad frustration in the U.S. Senate, 24 Senators, reflecting a broad bipartisan constituency, have cosponsored S. 814, the Indochinese Refugee Resettlement and Protection Act of 1987, which is recommended as title VIII of the bill. For example, at Committee hearings this year, testimony on one aspect of INS processing by the Commissioner was contradicted by case after case of insupportable INS determinations on humanitarian parole petitions.

One case, the case of Neang Sorn, an 11-year-old orphan whose only living relatives were in the United States, and who suffered greatly from sickness and depression, was rejected in March 1986. In July 1986, the Committee brought this questionable determination to the attention of the INS-Bangkok officer in charge. Again in December 1986, the case was presented by the Committee to the Bangkok office for reconsideration. On both occasions, promises by INS officers for expeditious reconsideration were not honored. One member of the Committee sent a letter to the INS Commissioner in February 1987 requesting his personal intervention. Despite all of these supplications, it was not until the eve of Committee hearings that the INS corrected its bogus determination. While the INS is not expected to operate without mistake, its handling of this one case was so totally deficient that it raises a question on the handling of other humanitarian parole and refugee cases which, on their face, also appear to render a grave injustice to the refugee applicant, and undercut congressional intent.

Several other rejected cases presented at the hearing were reversed by the INS, actions which this Committee heartily commends. Nonetheless, based upon the sampling of humanitarian parole cases rejected during the period of September 1985 through May 1986, the Committee finds that the INS decisionmaking process was sufficiently flawed to prejudice all cases presented for humanitarian parole. Therefore, the Com-

mittee directs the INS to automatically reconsider all humanitarian parole cases presented during that period, and report to the Committee on the breakdown of the humanitarian parole cases reversed or upheld.

The Committee also is gravely concerned about apparently inconsistent INS processing of Indochinese refugee cases and, based upon the broad support which S. 814 enjoys, acknowledges that other Senators share this deep concern. The Committee is not impressed by the artificially high approval percentages for processing in East Asia, because the INS includes in these figures orderly departure program admissions, and because it should not be surprising to find a high percentage of refugees in a region of the world so characterized by political foment and persecution. For example, for fiscal year 1987 it appears that INS approvals for lowland Lao will be 61 percent and for Cambodians approximately 55 percent, both far below approval levels in past years.

In light of the evidence from many sources indicating that the composition of the refugee groups presented before the INS has not changed as drastically as INS processing guidelines have, the Committee believes that there are serious flaws in the manner by which the INS processes Indochinese refugees. Therefore, the INS is directed to provide this Committee quarterly reports on refugee approvals and rejections worldwide, broken down by country of origin and by refugee category (P1–P6), so that the Committee can best monitor whether dollars appropriated to implement the requirements of the Refugee Act of 1980, are being efficiently expended. These quarterly reports shall be made available to the Committee not less than 30 days after the end of each quarter.

Finally, the Committee acknowledges that one of the difficulties in the orderly processing of refugees is the allocation of INS human resources. In fiscal year 1987, it was necessary for the INS to utilize TDY personnel to process refugees in order to fulfill U.S. commitments. As the near-diplomatic crisis in March between the United States and the Thai Government indicates, a predictable United States processing effort is fundamental to the preservation of first-asylum in the region. Needless to say, the United States cannot honor its commitments to first-asylum countries if the INS and Embassy manpower to implement these commitments is lacking. This is particularly true in Southeast Asia where the majority of refugees under the act are processed and resettled. In the past, manpower shortages have effectively negated congressional intent with respect to stated U.S. refugee policy. The Committee renews its intention to fund adequately the INS so that it may discharge its refugee processing responsibilities on an efficient and timely basis. To further this objective the INS is directed to provide quarterly projections of staffing needs and staffing availability, and the shortfall if any, and shall include with this information the refugee processing projections and underlying assumptions upon which these staffing projections are made. Specifically, the INS is to provide the caseload number, broken down by region and by ethnic group, it expects to process during each quarter of fiscal year 1988. These reports

shall be made available to the Committee not less than 15 days before the beginning of each quarter, and shall be amended during the quarter if the underlying assumptions upon which INS projections are based, change.

The Committee realizes that the INS faces a very difficult, often thankless, job in being the adjudicator of refugee applications. And by no means does the Committee dismiss or depreciate the very commendable INS efforts in the past in making the U.S. refugee program one of this country's most noble, humanitarian programs. However, the record is very clear that large-scale improvements are needed by the INS in order that the intent of Congress be honored, the commitments to the world's refugees be maintained, and the dollars appropriated for these important responsibilities prudently expended.

ILLEGAL ALIEN FELONS

The Committee is very concerned with reports that show the presence of at least 100,000 illegal alien felons in the United States. This concern is intensified with the knowledge that only about 12,000 of these felons have been successfully prosecuted. Recognizing this gap and the unique burden such felons place on law enforcement agencies, the Committee urges the INS to work with other appropriate enforcement agencies in the Department to provide State and local law enforcement agencies with relevant information and assistance to aid such agencies in detaining and prosecuting such criminals in a more effective and efficient manner.

FEDERAL PRISON SYSTEM

SALARIES AND EXPENSES

1987 appropriations to date	$647,792,000
1988 budget estimate	760,851,000
House allowance	745,700,000
Committee recommendation	750,670,000

The Committee recommends an appropriation of $750,670,000, an increase of $102,878,000 over fiscal year 1987 appropriations to date. The recommendation is $10,181,000 less than the budget request but $4,970,000 over the House allowance.

These funds provide for the operation and maintenance of correctional institutions and community-based facilities; subsistence costs including medical care for offenders confined in these facilities; cost of administering inmate programs, including academic, social, occupational education, drug and alcohol addict treatment, and mental health programs; and program direction and management support costs of the central and regional offices.

The Committee recommendation provides for amounts requested for uncontrollable increases and nonrecurring decreases, as well as a general reduction of $5,330,000.

The Committee recommendation also provides program increases of

$34,495,000 and 786 positions for activating new housing units and purchasing equipment, $10,322,000 to finance the adequate care and subsistence of a projected increase in the average daily population of Federal Prison System institutions and $10,291,000 for contract community treatment centers.

The Committee recommendation again includes $200,000, the same level that was provided for fiscal year 1987, for the prison MATCH Program (mothers and their children). These funds are provided for this program for the four Federal Prison System institutions that house female inmates (Pleasanton, CA; Fort Worth, TX; Alderson, WV; and Lexington, KY). This project operates programs that facilitate visits between children and their inmate parents. The program provides a needed service to incarcerated parents and their families by providing facilities for visits, help with transportation, and social services.

The Committee did not approve the requested program change which would have removed the authority to purchase uniforms without regard to the general purchase price limitation for the current fiscal year. This language is identical to language recommended for the Immigration and Naturalization Service and will allow for the purchase of uniforms needed in performance of normal duties.

National Institute of Corrections

1987 appropriations to date	$9,149,000
1988 budget estimate	10,509,000
House allowance	10,000,000
Committee recommendation	10,000,000

The Committee recommends an appropriation of $10,000,000, an increase of $851,000 over the 1987 appropriations to date. The amount is $509,000 less than the budget request but the same as the House allowance. The amount recommended will provide $853,000 of the $1,353,000 requested for uncontrollable cost increases.

The National Institute of Corrections works with State and local governments to assist them in developing and training their corrections staff, to conduct and support research regarding ways to improve correctional programs and to serve as a clearinghouse for information on improvements in corrections.

Buildings and Facilities

1987 appropriations to date	$219,249,000
1988 budget estimate	210,334,000
House allowance	210,300,000
Committee recommendation	210,300,000

The Committee recommends an appropriation of $210,300,000, a decrease of $8,949,000 below 1987 appropriations to date. The amount recommended is $34,000 less than the budget request and the same as the House allowance.

The Committee recommendation provides for uncontrollable cost increases, and $195,429,000 in program increases, offset by a decrease of

$205,397,000 associated with construction projects funded in fiscal year 1987. The program increases include $9,000,000 for planning and site acquisition for two medium security institutions, $94,500,000 for construction of two medium security institutions and a detention unit, and $61,929,000 to accomplish important renovation and repair projects at Federal prison institutions; begin the cleanup of hazardous waste material at selected institutions; and expand the capacity at existing institutions. The Committee recommendation also reflects a total of $30,000,000 to finish construction of medium security institutions in Pennsylvania, Florida, and Oregon.

The Committee is aware that the Bureau of Prisons is currently exploring the feasibility of acquiring a Federal correctional institution [FCI] in the State of Alaska which would be similar to the 320-bed State correctional facility currently under construction in Alaska. The Committee strongly supports the Bureau in its efforts and will assist the Federal Prison System in pursuing this initiative. The Committee requests that the Bureau of Prisons submit a report no later than 1 month after enactment of this bill assessing the feasibility and requirements of implementing such a proposal.

FEDERAL CORRECTION FACILITY IN HAWAII

The Committee is concerned over the lack of a Federal correction facility in Hawaii. The Bureau of Prisons, in its feasibility report on this subject, concluded there is a need for a Federal correction facility in Hawaii. The Committee directs the Bureau of Prisons to search for an appropriate site and submit a report to Congress by February 1, 1988.

ALDERSON FEDERAL CORRECTIONAL INSTITUTE

The Committee has inserted language in the bill authorizing and appropriating a one-time grant of $1,025,000 to the town of Alderson, WV, to expand the municipal water treatment system. The Committee was compelled to take this unique action because of the unprecedented expansion of the Federal Correctional Institution at Alderson, and the resulting demand on the towns water system often does not leave enough water for fire fighting.

The town of Alderson built its water system in 1974 with a Farmers Home Administration 40-year loan. The town still has 27 years left to pay on that loan. At that time, the prison had its own water system. The prison connected to the town's water system in 1979, and is the primary user.

Since fiscal year 1979, when the prison tapped into the water system, the inmate population has doubled—going from 414 inmates in September of fiscal year 1979 to 812 inmates in September of fiscal year 1986.

In fiscal year 1985, the prison used 443,459 gallons of water and the others in the system used 245,399 gallons. The town has about 500-plus customers aside from the prison.

FEDERAL PRISON INDUSTRIES, INC.

(LIMITATION ON ADMINISTRATIVE AND VOCATIONAL TRAINING EXPENSES)

1987 appropriations to date	($9,498,000)
1988 budget estimate	(9,918,000)
House allowance	(9,918,000)
Committee recommendation	(9,918,000)

The Committee includes the requested authority for the Federal Prison Industries, Inc., to make expenditures, contracts, and commitments necessary for carrying out its programs. In addition, the Committee includes language setting limitations of $2,347,000 on the amount of corporation funds available for administrative expenses, and $7,571,000 on the amount available for the vocational training of prisoners. The total recommended amounts are the same as the budget estimate and the House allowance.

Federal Prison Industries, Inc., is entirely self-sustaining. The Corporation, which was established in 1934, is authorized to operate industries in Federal penal and correctional institutions and disciplinary barracks. Profits from the Corporation's industrial activities are used to fund inmate vocational training and to compensate inmates performing outstanding services in institutional operations.

OFFICE OF JUSTICE PROGRAMS

JUSTICE ASSISTANCE

1987 appropriations to date	$416,032,000
1988 budget estimate	78,303,000
House allowance	280,400,000
Committee recommendation	238,772,000

The Committee recommends an appropriation of $238,772,000, $177,260,000 less than the 1987 appropriations to date. The amount recommended is $160,469,000 more than the budget request but $41,628,000 less than the House allowance. The Committee recommendation reflects a general reduction of $103,000.

The Office of Justice Programs is comprised of a number of separate and distinct programs. The Committee's recommendations for the program level for those programs are as follows:

National Institute of Justice	$22,094,000
Bureau of Justice Statistics	20,300,000
Emergency assistance	1,200,000
Antidrug Abuse Program	75,000,000
Office of Juvenile Justice and Delinquency Prevention	70,692,000
Missing and abused children's programs	4,000,000
Public Safety Officers' Benefits Program	10,000,000
Mariel Cuban Program	5,000,000
Regional information sharing system	12,000,000
Management and administration	18,486,000
Total	238,772,000

JUVENILE JUSTICE AND DELINQUENCY PREVENTION

The Committee recommendation includes $70,692,000 for grants and administrative expenses for the Juvenile Justice and Delinquency Prevention Program for which there was no budget request. This amount will maintain the current dollar level of grants for this program. Included within this amount are the necessary funds for administration of the program. The Committee intends that the coordinated, national Law-Related Education Program be expanded to include intensive activities in 40 States in fiscal year 1988 and directs that no less than $2,400,000 for this appropriation be committed to proper implementation of this successful delinquency prevention strategy.

The Committee directs the Office of Juvenile Justice and Delinquency Prevention to adequately support the National Council of Juvenile and Family Court Judges, which provides continuing legal education in family and juvenile law. Within existing appropriations, funding should be provided to enable the national council to continue and enhance its vital programs, which seek to foster understanding and compliance with such Federal statutes as the Adoption Assistance and Child Welfare Act of 1980 (Public Law 96–272) and the Child Support Enforcement Amendments of 1984 (Public Law 98–378) that impact on operations and caseloads of State courts.

REGIONAL INFORMATION SHARING SYSTEMS

The Committee recommendation includes $12,000,000 to restore funding to the current year level for the Regional Information Sharing Systems Program [RISS] for which there was no budget request. The RISS Program consists of seven multistate projects designed to provide regional criminal information exchange and other related support services to State and local law enforcement agencies. The program supports law enforcement efforts to combat drug trafficking, organized criminal activity and white-collar crime. Recent impact data gathered by the International Association of Chiefs of Police demonstrates that during 1986, RISS member agencies working on project-supported investigations made 3,794 arrests, seized narcotics worth $102,845,322 and seized property, including currency, worth $21,257,280. The Committee strongly supports the RISS Program as an effective means of fostering cooperation among Federal, State, and local law enforcement agencies.

MARIEL CUBANS

Since fiscal year 1985, the Congress has provided funds totaling $15,000,000 to the Department of Justice for the purpose of reimbursing States housing Mariel Cuban prisoners who have been convicted of committing State and local crimes. The Committee has once again recommended a funding level for fiscal year 1988 of $5,000,000.

Regardless of the debate as to whether this is a Federal or a State and local problem, it is clear that the burden imposed upon the States—financially and otherwise—due to the housing of these prisoners

has been great. Clearly this matter warrants the attention of those Government agencies charged with safeguarding U.S. interests.

In fiscal year 1985 when the reimbursement program began, there were approximately 1,700 Mariel prisoners serving sentences in State and local facilities. The most recent information available to the Committee shows that the Immigration and Naturalization Service currently has detainers placed on 3,038 Mariel Cubans serving in State and local facilities.

An agreement to return Mariel prisoners to Cuba was successfully negotiated by representatives of the Department of Justice and the Department of State with the Cuban Government, but was unilaterally terminated by Fidel Castro upon the airing of Radio Marti in May 1985. The Committee urges action that will lead to the return of the Mariel Cuban prisoners. The Committee also directs the Departments of State and Justice to submit a written report to the Committee by February 1, 1988, detailing long- and short-term solutions to the problem of Mariel Cuban prisoners. The report should include a discussion of planned meetings with representatives of the Cuban Government for the express purpose of reinstating the earlier agreement to return Mariel Cuban prisoners. The report should also contain a detailed breakdown of the number of Mariels in Federal or non-Federal custody, with a State-by-State breakdown of those in non-Federal custody.

ANTIDRUG ABUSE GRANT PROGRAM

Department of Justice fiscal year 1987 appropriations included $225,000,000 for antidrug abuse grants, which were provided to assist State and local governments in developing and implementing a drug control strategy. The administration has proposed to eliminate funds for this program in fiscal year 1988.

The Committee performed an extensive review of the program in order to determine what amounts are needed to continue it through fiscal year 1988. It appears that the awarding of these grants in fiscal year 1987 will be significantly delayed, because many States have not provided the money necessary to inaugurate this cooperative program. The vast majority of the grants have only just been awarded to the States. The award periods for these grants will average approximately 18 months, which means the State and local governments will have these funds available for all of fiscal year 1988 and part of fiscal year 1989.

The Committee believes that the administration made a mistake by totally eliminating a request for drug grant funds for fiscal year 1988; however, we also believe that availability of fiscal year 1987 grants in fiscal year 1988 means that a full $225,000,000 for drug grants will be available in fiscal year 1988 when $75,000,000 in new budget authority is provided in fiscal year 1988. The $75,000,000 will fully fund any required extensions of existing grants and provide for deserving new grant proposals. The Committee expects that an appropriation of $225,000,000 will probably be required in fiscal year 1989 to continue

this level of funding, but this $75,000,000 is an additional amount that will make a total of $225,000,000 available in fiscal year 1988.

The Committee has also learned that no staff positions were authorized for management and administration of this $225,000,000 drug grant program. This has resulted in the Office of Justice Programs [OJP] having to shift personnel from other important OJP programs to develop and administer the drug grants. This lack of staff may have contributed to the delay in awarding these drug grants. Also, the lack of staff may result in a lessening of grant monitoring activities, which is unacceptable. The Committee believes it is imperative that a program of this magnitude be properly managed and administered. The Committee has included bill language which will allow for 10 staff positions to manage and administer the Antidrug Abuse Grants Program.

GENERAL PROVISIONS—DEPARTMENT OF JUSTICE

In section 201 of the bill, the Committee has continued a limitation on official reception and representation expenses of $75,000 for fiscal year 1988 for the Department of Justice, the same amount approved for fiscal year 1987.

In section 202 of the bill, the Committee has continued language which provides that, notwithstanding any other provision of this Act, materials provided by convict labor may be used in construction of any highway or a portion of a highway located on Federal-aid systems as described in Section 103 of Title 23, United States Code.

In section 203, the Committee has continued a general provision which permits appropriations for General Administration, the U.S. Marshals Service, the FBI, DEA, INS and the Federal Prison System to be used for uniforms and allowances as authorized by law.

In section 204 of the bill, the Committee has continued certain authorities for the Department of Justice that were contained in the Department of Justice Authorization Act, fiscal year 1980. The Committee recommends language included in fiscal year 1987 which provided for undercover investigative operations for the FBI and DEA.

In section 205 of the bill, the Committee has added language delaying implementation of a new Immigration and Naturalization Service [INS] rule on temporary visas. This is discussed in detail in the INS section of this report.

In section 206 of the bill, the Committee has included a general provision to continue to permit States, who are receiving grants under the Juvenile Justice and Delinquency Prevention Act of 1974, as amended, and who have made significant progress in meeting the act's mandate to remove juveniles from adult jails and lockups to continue to receive funding for that purpose during fiscal year 1988.

The Committee has deleted the following sections included in fiscal year 1987 (Public Law 99–500/591); section 206, which amended section 232 (8 U.S.C. 1222) and repealed section 233 (8 U.S.C. 1223); section 207, which amended section 1203 of title I of the Omnibus Crime Control and Safe Streets Act of 1968; Section 208, which prohibited

INS preinspection services at Shannon International and Gander Airports and is no longer required; and section 210, which prohibited collection of fees by the FBI and DEA for training of State and local law enforcement officers and is not required because the Department no longer wishes to collect such fees.

TITLE III—THE DEPARTMENT OF STATE

The Committee recommends a total of $2,519,126,000 for fiscal year 1988 for the Department of State. This amount is $869,681,000 less than the total requested for fiscal year 1988 and $163,977,831 under the appropriations enacted to date for fiscal year 1987. The recommendation is $61,453,000 less than the amount approved by the House.

Administration of Foreign Affairs

SALARIES AND EXPENSES

1987 appropriations to date	$1,612,384,000
1988 budget estimate	1,860,459,000
House allowance	1,688,600,000
Committee recommendation	1,632,840,000

The Committee recommends an appropriation of $1,632,840,000. This amount is $227,619,000 less than the budget request and $20,456,000 more than 1987 appropriations to date.

This appropriation provides the funds necessary for the formulation and execution of the foreign policy of the United States, including the conduct of diplomatic and consular relations with foreign countries, diplomatic relations with international organizations, and related activities.

The Committee recommendation does not include funds for any of the program increases requested for fiscal year 1988. For the diplomatic and ongoing operations of the Department, $1,355,540,000 is provided. In addition, the Committee expects that a significant portion of the $61,750,000 appropriated in the Supplemental Appropriations Act, 1987, will be available to offset 1988 program costs.

The Committee recommendation assumes the House level of $303,000,000 for the Diplomatic Security Program, of which $277,300,000 consists of new budget authority. The remaining $25,700,000 is to be derived from funds appropriated in the Urgent Supplemental Appropriations Act, 1986, for the alternate automated data processing [ADP] center. The obligation of these funds was subject to approval of a plan for the new center pursuant to a reprogramming request. While such a plan has been submitted, the Committee believes the maintenance of ongoing security programs is a higher priority. The Committee will entertain a budget request for the alternate ADP center if one is submitted.

The Committee intends that the level of funding for counterterrorism research and development not exceed $7,000,000, and that the final

funding level be subject to the concurrence of the Assistant Secretary for Diplomatic Security and the Ambassador at Large for Counterterrorism. In addition, the Committee approves the addition of one class of 48 diplomatic security officers, to be funded within the total provided for security.

The Committee has stricken language proposed by the House which would prohibit the expenditure of funds for the Office of Public Diplomacy for Latin America and the Caribbean.

The Committee believes that a broad, coordinated research program is required to identify and evaluate the appropriate materials, techniques, and methods that can be used to increase the survivability of U.S. facilities abroad. Once such improvements in security structures are identified, the cost of construction is expected to be significantly lower. The Committee, therefore, directs that funds appropriated for counterterrorism research and development may be used to support research at universities and national laboratories in the United States that presently engage in similar research and have a proven track record of success in this field.

The Committee acknowledges efforts to promote international sales of a variety of vegetable oils, particularly those that are not price supported. The Committee directs the Department of State to continue to work in conjunction with the Department of Agriculture to assure timely approval of pending Export Enhancement Program proposals for sales of vegetable oils to Mediterrean basin countries.

REPRESENTATION ALLOWANCES

1987 appropriations to date	$4,460,000
1988 budget estimate	4,500,000
House allowance	4,000,000
Committee recommendation	4,500,000

The Committee recommends an appropriation of $4,500,000. This is an increase of $40,000 from the 1987 appropriations to date, $500,000 above a House allowance, and the same as the budget request.

Representation allowances provide partial reimbursement to ambassadors, principal officers, and other foreign service officers for costs incurred for official entertainment. Official entertainment helps to establish and maintain close personal contacts abroad with local government officials and with influential members of the local community. Representation allowances are authorized by section 905 of the Foreign Service Act of 1980.

PROTECTION OF FOREIGN MISSIONS AND OFFICIALS

1987 appropriations to date	$9,100,000
1988 budget estimate	9,445,000
House allowance	9,000,000
Committee recommendation	9,000,000

The Committee recommends $9,000,000 for this account. The recommendation is $445,000 below the budget estimate and the same as the House allowance. It is $100,000 below the allowance in the current fiscal year.

This appropriation funds two programs. The first is to reimburse the city of New York for protection of foreign missions and officials accredited to the United Nations and other international organizations located there. The second, originally authorized by the Foreign Missions Act of 1982, provides for the protection in extraordinary circumstances of foreign missions and officials accredited to the United States. The protection must be authorized by the Secretary of State and can be provided directly, by contract or through State or local authorities.

ACQUISITION AND MAINTENANCE OF BUILDINGS ABROAD

1987 appropriations to date	$449,480,000
1988 budget estimate	762,279,000
House allowance	313,100,000
Committee recommendation	288,100,000

The Committee recommends an appropriation of $288,100,000, a decrease of $474,179,000 from the budget request and $25,000,000 below the amount allowed by the House. This amount is $161,380,000 less than the total appropriation for fiscal year 1987.

Funds in this appropriation are used for the construction or acquisition and maintenance of office space and support facilities for the U.S. foreign affairs agencies, as well as living quarters for American staff at diplomatic and consular posts where housing problems exist.

The Committee recommendation includes funds to construct a new chancery complex in El Salvador to replace the facility destroyed by an earthquake in October 1986 ($61,103,000). Funds are also provided to continue rehabitation of staff apartments at the Plittersdorf complex in Bonn, West Germany. Funds for other capital projects have not been included, but the Committee directs the Department to accomplish the repainting of the exterior french windows, shutters, and balconies on the garden side of the Ambassador's residence in Paris within the amount available.

The Committee expects that $25,000,000 previously appropriated for a chancery in Doha, Qatar, will be reprogrammed to support functional programs. The Department no longer intends to pursue this project. In addition, the Committee notes that savings have occurred in site acquisition costs and anticipates that $16,837,000 will be available to offset other costs in fiscal year 1988.

The Committee requests a report from the State Department on the practice of single source purchasing of fire detection equipment and systems for installation into U.S. Embassies. The report should address this practice as it appears to restrict competitive, and thus lower cost, bidding, and acquisition of equipment to perform the same functions.

MOSCOW EMBASSY

Investigations by the Committees on Appropriations and Foreign Relations, and the Senate Select Committee on Intelligence revealed overwhelming evidence that a highly organized and sophisticated effort by the Soviet Union had compromised the technical security of the chan-

cery building of the new Embassy complex in Moscow. The Committee finds that this evidence demands that the chancery be destroyed and that planning be started to construct a secure facility. In addition, the Committee believes that the Department of State's embassy construction program must be strengthened.

The Committee recommends language in the bill to carry out a number of recommendations which parallel those of the Select Committee on Intelligence, as follows:

One, prohibits further obligation of any funds for construction efforts associated with the new office building, except as necessary to demolish the upper eight floors of the building. This prohibition does not cover expenditures necessary for the continued operation and maintenance of the heating, plumbing, and electrical facilities located in the basement of the chancery nor does it prohibit expenditures for security survey work conducted in the new chancery.

Two, modifies section 154 of the Foreign Relations Authorization Act, fiscal years 1986 and 1987, to ensure that the Secretary of State does not have the flexibility to unilaterally allow the Soviet Union to occupy its new chancery in Washington, DC, until (1) a suitable new office building is available in Moscow; and (2) the Soviets have reimbursed the United States for damages incurred as a result of the present construction in Moscow.

Three, requires the State Department to develop a plan to establish essential parity in numbers, types, and quality of buildings in capital cities.

Four, calls for a hiatus on new embassy construction until the management of overseas embassy construction is organized under an Under Secretary of State who shall also have responsibility for the Office of Foreign Missions and the Bureau of Diplomatic Security.

Five, requires the Secretary of State and Director of Central Intelligence to convene a panel of experts to review and analyze the plans, contracts, and protocols of any construction projects of the Office of Foreign Buildings.

EMERGENCIES IN THE DIPLOMATIC AND CONSULAR SERVICE

1987 appropriations to date	$4,000,000
1988 budget estimate	4,500,000
House allowance	4,000,000
Committee recommendation	4,500,000

The Committee recommends an appropriation of $4,500,000. This is the same as the budget request and $500,000 above the House allowance. It is $500,000 more than the 1987 appropriation.

This appropriation is required in order for the Secretary of State to meet unforeseen emergencies arising in the Diplomatic and Consular Service. These funds provide for relief and repatriation loans for destitute American citizens abroad and are available for other emergencies in the Department of State.

PAYMENT TO THE AMERICAN INSTITUTE IN TAIWAN

1987 appropriations to date	9,379,000
1988 budget estimate	10,000,000
House allowance	9,379,000
Committee recommendation	9,379,000

The Committee recommends an appropriation of $9,379,000, the same as the 1987 appropriations, for payment to the American Institute in Taiwan. This is $621,000 less than the budget estimate and the same as the House allowance.

The Taiwan Relations Act (Public Law 96–8) requires that programs involving Taiwan be carried out by or through the American Institute in Taiwan, and authorizes funds to be appropriated to the Secretary of State to carry out the provisions of the act. The Institute administers programs in the areas of economic and commercial services, cultural affairs, travel services, general affairs and logistics. The Department of State contracts with the American Institute in Taiwan to carry out these activities.

PAYMENT TO THE FOREIGN SERVICE RETIREMENT AND DISABILITY FUND

1987 appropriations to date	$127,398,000
1988 budget estimate	85,958,000
House allowance	86,000,000
Committee recommendation	86,000,000

The Committee recommends an appropriation of $86,000,000, a decrease of $41,398,000 from the 1987 appropriations to date. This is $42,000 above the budget request.

The reduction recommended from the amount appropriated for fiscal year 1987 reflects the number of State Department employees who are expected to switch to the new FERS Retirement System. The U.S. Government cost of the FERS system for State Department employees is funded in the salaries and expenses appropriation.

The amount recommended represents the cost of maintaining the old retirement system for those employees declining to switch to the new system as well as the amortization of previous unfunded liabilities that will continue to be funded by this separate appropriation. This separate payment is authorized by section 821 of the Foreign Service Act of 1980 (Public Law 96–465). This provision authorizes an appropriation to the fund, in 30 equal annual installments, of the amount required for the unfunded liability created by new or liberalized benefits, new groups of beneficiaries, or increased salaries on which benefits are computed.

INTERNATIONAL ORGANIZATIONS AND CONFERENCES

CONTRIBUTIONS TO INTERNATIONAL ORGANIZATIONS

1987 appropriations to date	$385,268,831
1988 budget estimate	570,927,000
House allowance	382,000,000
Committee recommendation	416,700,000

The Committee recommends an appropriation of $416,700,000, an increase of $31,431,169 from the 1987 appropriations to date. The recommendation is $154,227,000 below the budget request and $34,700,000 more than the House allowance. The Committee is also recommending that the delay in obligations proposed by the House be reduced from $142,000,000 to $62,838,000.

This appropriation provides the U.S. share of the costs of those international organizations of which it is a member by treaties, conventions, or specific acts of Congress. The request represents the U.S. share of the costs of our assessed contributions to 44 international organizations.

The following table sets forth the amount provided for each of the international organizations under the Committee's recommendation:

Contributions to international organizations

UNITED NATIONS AND SPECIALIZED AGENCIES	*Fiscal year 1988 request*
Food and Agriculture Organization	$50,069,000
International Atomic Energy Agency	31,443,000
International Civil Aviation Organization	7,849,000
International Labor Organization	33,195,000
Intergovernmental Maritime Consultative Organization	645,000
International Telecommunications Union	4,471,000
United Nations	193,188,000
United Nations Industrial Development Organization	14,839,000
Universal Postal Union	760,000
World Health Organization	63,857,000
World Intellectual Property Organization	662,000
World Meteorological Organization	5,759,000
Subtotal	[1] 406,737,000
INTER-AMERICAN ORGANIZATIONS	
Inter-American Indian Institute	104,000
Inter-American Institute for Cooperation on Agriculture	12,626,000
Organization of American States	44,915,000
Pan American Health Organization	38,659,000
Pan American Institute of Geography and History	331,000
Pan American Railway Congress Association	25,000
Subtotal	96,660,000
REGIONAL ORGANIZATIONS	
Colombo Plan Council for Technical Cooperation	9,000
North Atlantic Assembly	525,000
North Atlantic Treaty Organization	25,110,000

See footnote at end of table.

Contributions to international organizations—Continued

REGIONAL ORGANIZATIONS—Continued	*Fiscal year 1988 request*
Organization for Economic Cooperation and Development	$29,385,000
South Pacific Commission	751,000
Subtotal	55,780,000
OTHER INTERNATIONAL ORGANIZATIONS	
Bureau of International Expositions	19,000
Customs Cooperation Council	2,023,000
General Agreement on Tariffs and Trade	5,737,000
The Hague Conference on Private International Law	55,000
International Agency for Research on Cancer	874,000
International Bureau of the Permanent Court of Arbitration	10,000
International Bureau of the Publication of Customs Tariffs	55,000
International Bureau of Weights and Measures	518,000
International Center for the Study of the Preservation and Restoration of Cultural Property	340,000
International Coffee Organization	540,000
International Cotton Advisory Committee	134,000
International Hydrographic Organization	68,000
International Institute for Unification of Private Law	75,000
International Jute Organization	47,000
International Lead and Zinc Study Group	27,000
International Natural Rubber Organization	194,000
International Office for Epizootics	55,000
International Organization for Legal Metrology	74,000
International Rubber Study Group	42,000
International Seed Testing Association	5,000
Interparliamentary Union	573,000
Maintenance of Certain Lights in the Red Sea	61,000
World Tourism Organization	224,000
Subtotal	11,750,000
Total requested	570,927,000
General reduction	−154,227,000
Total	416,700,000

[1] Includes budget amendment of $100,927,000 to restore prior-year withholdings.

The Committee recommendation was not able to consider the budget amendment of $100,927,000 to restore prior-year withholdings for the United Nations and its specialized agencies. The amended request was received after action had taken place on the House bill and after final action on the 1988 concurrent budget resolution. The Committee recommendation provides approximately 75 percent of the request, and the Committee intends that priority be given to the budget estimates of the United Nations, the International Atomic Energy Agency, the World Health Organization, the International Telecommunications Union, the World Meteorological Organization, the Organization of American States, and the Pan American Health Organization. The Committee strongly encourages the Department to provide no less than was appropriated for fiscal year 1987 for the World Health Organization and the Pan American Health Organization. The Committee notes the important

work of both organizations in providing health care around the world and believes they should receive as much funding as is possible.

With regard to the $62,838,000 deferred from outlay in fiscal 1988, the Committee expects to be notified pursuant to the reprogramming requirements of the allocation of the amounts deferred.

CONTRIBUTIONS FOR INTERNATIONAL PEACEKEEPING ACTIVITIES

1987 appropriations to date	$29,400,000
1988 budget estimate	30,000,000
House allowance	29,400,000
Committee recommendation	10,659,000

The Committee recommends an appropriation of $10,659,000 for contributions for international peacekeeping operations. The amount recommended is $18,741,000 less than the 1987 appropriations to date and the House allowance. This is $19,341,000 less than the budget estimate.

This appropriation provides funds for the U.S. share of the cost of maintaining two United Nations peacekeeping operations. These are the United Nations Interim Force in Lebanon [UNIFIL] and the United Nations Disengagement Observer Force on the Golan Heights [UNDOF]. The Committee continues to believe that UNIFIL is an ineffective, symbolic force and has provided funds only for UNDOF.

INTERNATIONAL CONFERENCES AND CONTINGENCIES

1987 appropriations to date	$5,460,000
1988 budget estimate	6,000,000
House allowance	4,600,000
Committee recommendation	4,600,000

The Committee recommends an appropriation of $4,600,000. This amount is $860,000 less than the 1987 appropriations to date. The recommendation is $1,400,000 less than the budget request and the same as the House allowance.

This appropriation finances U.S. participation in multilateral intergovernmental conferences and contributions to new or provisional international organizations. The basic objective of this activity is to assure that the United States is represented at international fora by effective and efficient delegations formed to attain U.S. policy objectives. The principal expenses of international conference participation are the travel, per diem and support costs of the U.S. delegations and administrative costs when the United States serves as host for international conferences. Also included in this appropriation are the expenses of congressional delegations to four international parliamentary groups: the Interparliamentary Union; North Atlantic Assembly; United States-Mexico Interparliamentary Group; and the United States-Canada Interparliamentary Group.

The Committee directs that not less than $46,000 be allocated to the United Nations Memorial Cemetery Commission.

INTERNATIONAL COMMISSIONS

INTERNATIONAL BOUNDARY AND WATER COMMISSION, UNITED STATES AND MEXICO

1987 appropriations to date	$14,700,000
1988 budget estimate	16,770,000
House allowance	14,000,000
Committee recommendation	14,000,000

The Committee recommends an appropriation of $14,000,000 for the International Boundary and Water Commission [IBWC]. This amount is $2,770,000 less than the budget estimate and the same as the House allowance.

The International Boundary and Water Commission is responsible, through a series of treaties between the United States and Mexico, for exercising the rights and obligations the two governments have assumed for the solution of boundary problems requiring joint engineering action. The principal actions in which the IBWC is engaged are: distribution between the two countries of international river waters; international flood control operations; joint conservation and improvement of international river water quality; solution of border sanitation problems; development of hydroelectric energy; maintenance of the river boundary; and demarcation of the land boundary. The activities performed by the U.S. section are related to U.S. treaty obligations, general policy determinations by the President and the Secretary of State, and authorities granted by Congress.

The amount recommended for salaries and expenses is $100,000 less than the amount appropriated for fiscal year 1987. This amount includes not to exceed $500,000, as requested, for reimbursement to the city of San Diego for its expenses in treating sewage from Tijuana, Mexico. The Committee recommendation also includes the requested language change which permits the salaries and expenses appropriation to be used for operation and maintenance of the interceptor system to be constructed to intercept sewage flows from Tijuana and from selected canyon areas as currently planned and the operation of maintenance upon completion of the proposed Environment Protection Agency and Corps of Engineers pipeline and plant project to capture Tijuana sewage flows in the event of a major breakdown in Mexico's conveyance system.

The Committee recommendation for the construction appropriation is $2,500,000 less than the budget request and $600,000 less than the appropriation for the current fiscal year. The amount recommended includes $600,000 to complete the United States' share of the 1970 Boundary Treaty project, $200,000 to complete the United States' share of the Nogales international waste water treatment plant, and $2,500,000 to begin financing the United States' share of the Rio Grande rectification flood control project. This joint project with Mexico will expand the levees of an existing project which is considered inadequate for flood protection in the urbanized areas of El Paso, TX. The funds recommended for this project will permit the Commission to complete design

work and the surveys of 80 miles of levees and structures and issue one construction project.

AMERICAN SECTIONS, INTERNATIONAL COMMISSIONS

1987 appropriations to date	$4,174,000
1988 budget estimate	4,788,000
House allowance	3,700,000
Committee recommendation	4,700,000

The Committee recommends an appropriation of $4,700,000, an increase of $426,000 over the 1987 appropriations to date. This amount is $88,000 below the budget estimate and $1,000,000 above the House allowance.

This appropriation provides funds for the U.S. share of expenses of the International Boundary Commission and the International Joint Commission for fiscal year 1987. The International Boundary Commission maintains the physical boundary between the United States and Canada by surveying, inspecting, and clearing the boundary and replacing or repairing markers as needed. In addition, the International Joint Commission regulates and conducts investigations of boundary waters for the regulation of levels and flows of water, pollution abatement and water quality control, and such other related matters referred by the Governments of the United States and Canada and of mutual concern to both countries.

INTERNATIONAL FISHERIES COMMISSIONS

1987 appropriations to date	$10,800,000
1988 budget estimate	11,148,000
House allowance	10,800,000
Committee recommendation	11,148,000

The Committee recommends an appropriation of $11,148,000 for international fisheries commissions. This is the same as the budget request. The recommendation is $348,000 over the total amount available in fiscal year 1987 and the House allowance.

This appropriation funds the U.S. share of expenses of 11 bilateral and multilateral international fishing organizations established by treaties, the International Council for the Exploration of the Sea and expenses for the U.S. commissioners.

OTHER

U.S. BILATERAL SCIENCE AND TECHNOLOGY AGREEMENTS

1987 appropriations to date	$1,900,000
1988 budget estimate	1,000,000
House allowance	1,900,000
Committee recommendation	1,900,000

The Committee recommends an appropriation of $1,900,000 for the United States bilateral science and technology agreements with Yugoslavia. This is $900,000 above the budget request and the same as the House allowance.

Under the agreement cooperative activities, such as joint research projects, workshops, exchanges of scientists, and exchanges of information, which foster basic research are financed. Projects selected by the managing United States-Yugoslavia Joint Board are in the areas of agriculture, energy, technology, health, and transportation.

PAYMENT TO THE ASIA FOUNDATION

1987 appropriations to date	$8,800,000
1988 budget estimate	5,733,000
House allowance	13,700,000
Committee recommendation	13,700,000

The Committee recommends an appropriation of $13,700,000 for payment to the Asia Foundation. This is $7,967,000 above the budget request and the same as the House allowance. It is $4,900,000 above the amount appropriated in 1987.

Programs of the Asia Foundation are intended to serve broad, long-term American interests in Asia and the Pacific Ocean area through a program of grants and services. This appropriation provides the basic grant supporting the infrastructure of the Asia Foundation. In addition the appropriation will permit the Foundation to fund development oriented and scholarly exchange programs with an emphasis on projects which promote the ideals and values of democratic pluralism. Support for other specific projects has come from the Agency for International Development, the U.S. Information Agency, and private sources.

SOVIET-EAST EUROPEAN RESEARCH AND TRAINING

1987 appropriations to date	$4,600,000
1988 budget estimate	2,500,000
House allowance	4,600,000
Committee recommendation	4,600,000

The Committee recommends $4,600,000 for this activity. This recommendation is $21,000,000 above the budget request and the same as the House allowance and funding for the current fiscal year.

The Soviet-East European research and training fund implements title VIII of the 1983 Department of State Authorization Act. This act provides for United States Government assistance on a stable, long-term basis to develop and maintain a national capability for advanced research and training in the field of Soviet and Eastern European studies. Government support is given for graduate training, advanced research, public dissemination of research data and results, contact and collaboration among Government and private specialists, and acquisition by specialists of first-hand experience in the Soviet Union and the countries of Eastern Europe.

FISHERMEN'S GUARANTY FUND

1987 appropriations to date	$1,800,000
1988 budget estimate	1,800,000
House allowance	1,800,000
Committee recommendation	1,800,000

The Committee recommends an appropriation of $1,800,000, the same as the budget request and the House allowance.

The Fishermen's Guaranty Fund appropriation provides reimbursement to owners of U.S. commercial fishing vessels which are seized by foreign countries on the basis of claims either to territorial waters or to the high seas which are not recognized by the United States.

FISHERMEN'S PROTECTIVE FUND

1987 appropriations to date	
1988 budget estimate	1,000,000
House allowance	
Committee recommendation	1,000,000

The Committee recommends an appropriation of $1,000,000, the same as the budget request and $1,000,000 above the House allowance.

Under the Fishermen's Protective Act of 1967, as amended by Public Law 98-364, the Fishermen's Protective Fund provides timely reimbursement to owners of U.S. vessels seized by foreign governments for the cost of securing release of the vessel and crew. The fund provides reimbursement for any direct charges, such as fines, license fees, registration fees, et cetera, incurred by the owner in order to secure release of the crew and vessel.

GENERAL PROVISIONS—DEPARTMENT OF STATE

Section 301 of the bill permits funds appropriated in this act for the Department of State to be available for allowances and services as authorized by 5 U.S.C. 3109 and passenger or freight transportation. This provision was carried in the fiscal year 1987 continuing resolution.

The Committee has restored section 302 which requires the Secretary of State to report to the appropriate committees of Congress on the obligation of funds provided for diplomatic security and related expenses every month beginning November 1, 1987. The Committee expects the Department of State to continue to provide monthly reports to the appropriate committees of the Congress concerning the obligation of funds provided for diplomatic security and related expenses.

TITLE IV—THE JUDICIARY

The funds provided under title IV of the bill are for the operation of the Federal courts, including salaries of judges, judicial officers and employees, and other expenses of the Federal judiciary. The budget requests for the judiciary are submitted to the Congress without revision by the Office of Management and Budget in accordance with the Budget and Accounting Act of 1921, as amended.

The budget request submitted for fiscal year 1988 for the activities of the Federal judiciary totals $1,460,678,000. The Committee recommends a total of $1,405,108,000 to carry out these activities. This amount is $55,570,000 less than the budget requests but $145,400,000 more than the total amount available to date for the judiciary for fiscal year 1987.

Supreme Court of the United States

SALARIES AND EXPENSES

1987 appropriations to date	$15,513,000
1988 budget estimate	16,041,000
House allowance	15,900,000
Committee recommendation	15,900,000

The Committee recommends an appropriation of $15,900,000 for the Supreme Court. This is $387,000 more than fiscal year 1987 appropriations, the same as the House allowance, and $141,000 less than the budget request.

This appropriation provides for salaries of the Chief Justice and the Associate Justices, salaries of officers and employees of the Court, printing and binding of Supreme Court reports, books for the Supreme Court, and miscellaneous expenses. The Committee recommendation includes funding to meet increases in contract rates and charges for services, supplies, and equipment.

CARE OF THE BUILDING AND GROUNDS

1987 appropriations to date	$2,336,000
1988 budget estimate	2,662,000
House allowance	2,200,000
Committee recommendation	2,200,000

The Committee recommends an appropriation of $2,200,000, a decrease of $136,000 from fiscal year 1987 appropriations to date and the same as the House allowance. The amount recommended is $462,000 below the budget request.

This appropriation provides for the structural and mechanical care of the U.S. Supreme Court building and grounds, including maintenance and operation of mechanical equipment.

U.S. Court of Appeals for the Federal Circuit

1987 appropriations to date	$6,920,000
1988 budget estimate	8,098,000
House allowance	7,500,000
Committee recommendation	8,000,000

The Committee recommends an appropriation of $8,000,000 for the Court of Appeals for the Federal Circuit. This is $98,000 less than the budget request, $1,080,000 above fiscal year 1987 appropriations to date, and $500,000 more than the House allowance. The recommendation includes funds to cover an increase in rental charges to be assessed by the General Services Administration, increases in employee compensation, contract rates, and charges for services and supplies, as well as personnel and equipment associated with the filling of three vacant judgeships.

U.S. Court of International Trade

SALARIES AND EXPENSES

1987 appropriations to date	$7,118,000
1988 budget estimate	8,211,000
House allowance	8,100,000
Committee recommendation	8,100,000

The Committee recommends an appropriation of $8,100,000, which is an increase of $982,000 over fiscal year 1987 appropriations to date and the same as the House allowance. The recommendation is $111,000 less than the budget request. The Committee recommendation provides for the salaries of the nine judges, supporting personnel, and necessary operating expenses of the U.S. Court of International Trade.

Courts of Appeals, District Courts, and Other Judicial Services

SALARIES AND EXPENSES

1987 appropriations to date	$1,004,020,000
1988 budget estimate	1,177,503,000
House allowance	1,105,260,000
Committee recommendation	1,143,583,000

The Committee recommends an appropriation of $1,143,583,000, an increase of $139,563,000 over 1987 appropriations to date. The recommendation is $38,323,000 more than the House allowance but $33,920,000 below the request.

This account provides for the salaries of judges, magistrates, and all other officers and employees not otherwise specifically provided for, and for all necessary expenses including charges for space and facilities. The Committee recommendation will substantially meet the courts' request for fiscal year 1988, including uncontrollable cost increases associated with GSA space rental charges, employee compensation, services

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and supplies; as well as changes resulting from legislation enacted during the 99th Congress, workload increases, and new program initiatives.

The Committee has inserted language enabling the judiciary to utilize the fees collected pursuant to 28 U.S.C. 1931.

DEFENDER SERVICES

1987 appropriations to date	$87,858,000
1988 budget estimate	98,440,000
House allowance	90,400,000
Committee recommendation	88,740,000

The Committee recommends an appropriation of $88,740,000, which is an increase of $882,000 over 1987 appropriations to date. The amount recommended is $9,700,000 less than the budget request and $1,660,000 less than the House allowance.

This appropriation provides funds for the operation of the Federal public defender and community defender organizations and the compensation, reimbursement, and expenses of attorneys appointed to represent persons under the Criminal Justice Act of 1964, as amended.

The amount recommended, along with fiscal year 1987 carryover balances, allows for annualization of costs associated with the January 1, 1987, Federal pay raise and the judicial pay raise and provides for increases in case activity.

FEES OF JURORS AND COMMISSIONERS

1987 appropriations to date	$52,135,000
1988 budget estimate	52,135,000
House allowance	50,400,000
Committee recommendation	46,135,000

The Committee recommends an appropriation of $46,135,000. The amount recommended is $6,000,000 less than the budget request and the fiscal year 1987 level, and $4,265,000 less than the House allowance.

This appropriation provides for the compensation of jury commissioners and land commissioners and for the fees and allowances of grand and petit jurors, including expenses associated with sequestered jurors and transportation of juries of view. Budgetary requirements depend largely upon the volume and length of jury trials demanded by parties to both civil and criminal actions and the number of grand juries being convened by the courts at the request of U.S. attorneys. The Committee recommendation, along with unobligated carryover balances, will meet the needs of this appropriation during fiscal year 1988.

COURT SECURITY

1987 appropriations to date	$36,000,000
1988 budget estimate	46,300,000
House allowance	42,600,000
Committee recommendation	42,600,000

The Committee recommends an appropriation of $42,600,000 for court security. This amount is $3,700,000 less than the budget request, $6,600,000 above the fiscal year 1987 level, and the same as the House allowance.

This appropriation provides for the necessary expenses of security and protective services for the U.S. courts in courtrooms and adjacent areas. The Committee recommendation will allow for uncontrollable cost increases, annualization of 1987 contract security officer positions, and a portion of the workload increases and program initiatives.

Administrative Office of the U.S. Courts

SALARIES AND EXPENSES

1987 appropriations to date	$30,184,000
1988 budget estimate	33,666,000
House allowance	32,500,000
Committee recommendation	33,000,000

The Committee recommends an appropriation of $33,000,000 for the salaries and expenses of the Administrative Office of the U.S. Courts. This amount is $666,000 less than the request, but $2,816,000 more than the fiscal year 1987 appropriation, and $500,000 above the House allowance.

Provision has been made for the new positions requested by the Administrative Office, but denied in the fiscal year 1987 supplemental. As in the past, the Committee expects the Director of the Administrative Office to establish priorities and allocate these positions based on workload and program objectives. The amount recommended allows for uncontrollable cost increases associated with GSA space rental charges, an additional six positions, employee compensation, services, and supplies.

HOUMA, LA, COURTHOUSE

The Committee directs the Administrative Office of the United States Courts, in cooperation with the Judicial Conference of the United States, to explore the prospects of establishing facilities or utilizing existing structures in Houma, LA, for holding U.S. district court in the Eastern District of Louisiana. The Committee further directs the Administrative Office to prepare a comprehensive review and analysis toward this end by February 1, 1988.

Federal Judicial Center

SALARIES AND EXPENSES

1987 appropriations to date	$10,824,000
1988 budget estimate	12,022,000
House allowance	11,000,000
Committee recommendation	11,500,000

The Committee recommends an appropriation of $11,500,000, an increase of $676,000 over 1987 appropriations to date. The amount recommended is $522,000 below the budget request but $500,000 more than the House allowance. The amount recommended allows for uncontrollable cost increases associated with GSA space rental charges, employee compensation, services and supplies, as well as annualization of the fiscal year 1987 supplemental.

U.S. Sentencing Commission

SALARIES AND EXPENSES

1987 appropriations to date	$5,800,000
1988 budget estimate	5,600,000
House allowance	5,350,000
Committee recommendation	5,350,000

The Committee recommends an appropriation of $5,350,000 for the U.S. Sentencing Commission, a decrease of $450,000 from fiscal year 1987 appropriations to date. The recommendation is $250,000 less than the budget request and is the same as the House allowance.

The U.S. Sentencing Commission, an independent commission within the judicial branch of Government, was charged with establishing sentencing guidelines for the U.S. district courts and other sentencing policies and practices for the Federal criminal justice system.

The Commission has submitted sentencing guidelines to the Congress as required, on April 13, 1987, thus ending the first phase of their charge. In fiscal year 1988 the Commission will be asked to produce a judicial impact statement and to provide education and training programs.

The Committee recommendation will fully fund the ongoing activities of the Sentencing Commission during fiscal year 1988 due to the availability of previously appropriated unobligated funding.

GENERAL PROVISIONS, THE JUDICIARY

The bill includes essentially the same provisions as approved by the Congress for fiscal year 1987. In addition, the Committee has included language as section 407 to clarify the authority of the justices to receive home-to-work transportation.

The Committee has also added language as section 408 of the bill to raise the salaries of bankruptcy judges and magistrates to 92 percent of the salaries received by U.S. district judges. This language is designed to correct an inequity resulting from the transmittal implementing the Quadrennial Commission's recommendation earlier this year and will be effective January 1, 1988, or the date of enactment of the bill, whichever is later. The estimated cost of the provision is $4,800,000 and will be absorbed within judiciary appropriations.

TITLE V—RELATED AGENCIES

DEPARTMENT OF TRANSPORTATION

MARITIME ADMINISTRATION

OPERATING-DIFFERENTIAL SUBSIDIES

(APPROPRIATION TO LIQUIDATE CONTRACT AUTHORITY)

1987 appropriations to date	($320,000,000)
1988 budget estimate	(250,300,000)
House allowance	(250,300,000)
Committee recommendation	(250,300,000)

The Committee recommends $250,300,000 for payment of obligations incurred for operating-differential subsidies of American flag vessels. This amount is $69,700,000 below the amount made available in fiscal year 1987 for this program, but is the same as the budget request and the House allowance.

The Committee did not approve the new language requested which would have provided a permanent appropriation for this program. Such an appropriation is not authorized in law.

OCEAN FREIGHT DIFFERENTIAL

1987 appropriations to date	
1988 budget estimate	$78,455,000
House allowance	78,455,000
Committee recommendation	78,455,000

The Committee has approved the request for appropriation language for a permanent, indefinite appropriation to liquidate debt and pay interest due to the Secretary of the Treasury for ocean freight differential as required by section 901d, Merchant Marine Act, 1936. Such an appropriation is authorized by law.

Public Law 99–198 mandated an increase from 50 percent to 75 percent over a 3-year period in the gross tonnage of concessional agricultural cargoes such as Food for Peace that must be carried on U.S. flag vessels. The law requires the Department of Transportation to reimburse the Department of Agriculture for added ocean freight differential costs as well as the amount which ocean freight costs exceed 20 percent of the total of the cost of commodities shipped plus ocean freight. The act also requires the Maritime Administration to borrow such sums as are necessary to make payments to the Department of Agriculture for these differential costs. The accruals under this program require a fiscal year 1988 appropriation of $78,455,000, of which $77,513,000 is

the portion applied to debt reduction, leaving $942,000 as interest on borrowings from the Treasury. The interest payment is the only portion of this appropriation which is scored as new budget (obligational) authority.

Because these payments are mandatory and cannot be controlled by the Maritime Administration and are indefinite in amount, the Committee has approved the request for an indefinite appropriation which is authorized in law.

OPERATIONS AND TRAINING

1987 appropriations to date	$64,000,000
1988 budget estimate	66,797,000
House allowance	69,000,000
Committee recommendation	79,250,000

The Committee recommends an appropriation of $79,250,000, an increase of $15,250,000 above 1987 appropriations to date. The amount recommended is $12,453,000 above the budget request and $10,250,000 above the House allowance.

The Committee recommendation includes an increase of $3,797,000 for adjustments to base and built-in changes as requested, less a general reduction of $250,000. The Committee recommends increases of $2,500,000 for necessary dredging and replacement of moorings for the National Defense Reserve Fleet, $500,000 for other high priority items, and a total of $9,000,000 for the State marine schools. Of this amount, $1,300,000 is allocated from unobligated balances available from prior year appropriations which the Committee intends for student incentive payments. The $7,700,000 in new budget authority will provide $600,000 for direct payments to the schools, $500,000 for student incentive payments (entering freshmen), and $6,500,000 for maintenance and repair costs for the school ships. This amount includes an allowance for fuel oil only to the extent that such an allocation is not detrimental to the safety or efficiency of the ships.

The Committee has also included language making an additional $10,000,000 available to assist the New York State Maritime College in completing a project to replace its antiquated training vessel. Since the Maritime Administration has located a suitable Federal vessel for this purpose, the Committee has deleted preexisting language making funds available for preconversion costs. Other language regarding locating an appropriate ship is now moot and has been deleted.

FEDERAL SHIP FINANCING FUND

The Committee has not approved the proposed language which would prohibit new commitments for loan guarantees in the Federal Ship Financing Fund. There is no authority in law to permit a limitation of loan guarantee authority below statutory levels. Similar limitations have been proposed in prior years and rejected by the Committee for lack of authorization.

ARMS CONTROL AND DISARMAMENT AGENCY

ARMS CONTROL AND DISARMAMENT ACTIVITIES

1987 appropriations to date	$29,300,000
1988 budget estimate	32,700,000
House allowance	27,500,000
Committee recommendation	29,950,000

The Committee recommends an appropriation of $29,950,000. This is $650,000 over the 1987 appropriation to date, $2,750,000 less than the budget estimate, and $2,450,000 more than the House allowance.

The Arms Control and Disarmament Agency [ACDA] advises and assists the President, the National Security Council, the Secretary of State and other senior Government officials on arms control matters. In carrying out these responsibilities, ACDA must: prepare for and manage U.S. participation in international negotiations; prepare and operate control systems that verify compliance with arms control or disarmament agreements; assure the availability of information essential to the formulation and implementation of arms control policies; conduct research on arms control and disarmament issues; and prepare and disseminate public information on arms control matters.

The Committee recommendation includes $2,600,000 to continue the U.S. Reduced Enrichment Research and Test Reactor [RERTR] Program, the amount authorized to be appropriated for fiscal 1988. In addition, the Committee recommendation reflects requested increases totaling $1,584,000 for nondiscretionary cost increases for travel, contracts, printing, supplies, and other uncontrollable items, as well as the amount requested for administrative support and permanent change of station costs and allowances for the Conference on Disarmament in Geneva and a general reduction of $150,000.

BOARD FOR INTERNATIONAL BROADCASTING

GRANTS AND EXPENSES

1987 appropriations to date	$173,195,000
1988 budget estimate	203,573,000
House allowance	165,000,000
Committee recommendation	200,000,000

The Committee recommends the requested appropriation of $200,000,000 for grants to Radio Free Europe/Radio Liberty, Inc. [RFE/RL, Inc.] and for the administrative expenses of the Board for International Broadcasting for fiscal year 1988. This amount is $3,573,000 less than the budget request, $35,000,000 more than the House allowance, and $26,805,000 more than the 1987 appropriation.

The total amount recommended includes an increase of $8,127,000 for the increased administrative expenses of the Board and increased operating expenses of RFE/RL. However, the funds for miscellaneous fees and professional services have been maintained at the fiscal year 1987 level of $8,143,000, subject to adjustment for currency losses. The Committee notes that the request for these services has risen by 30 per-

cent since fiscal year 1986 and believes the Board and Radio Free Europe/Radio Liberty should make a greater attempt to reduce administrative costs. In addition the Committee recommendation includes an increase for foreign currency exchange rate adjustments, which are authorized under section 8(a)(2) of the Board for International Broadcasting Act, 1973 (22 U.S.C. 2877(a)(2)).

The Committee recommendation also includes almost all of the funds requested for continuation of the facilities modernization program begun in fiscal year 1985; however, the bill provides that $20,000,000 of the modernization funds will not be available until October 1, 1989. This is based on discussions with the Board that the $20,000,000 was not needed for outlay until that date.

Christopher Columbus Quincentenary Jubilee Commission

SALARIES AND EXPENSES

1987 appropriations to date	$220,000
1988 budget estimate	220,000
House allowance	220,000
Committee recommendation	220,000

The Committee recommends $220,000 for the activities of the Christopher Columbus Quincentenary Jubilee Commission. This amount is the same as the budget request and the House allowance.

Congress has recognized October 12, 1992, as the 500th anniversary of the voyages of discovery of Christopher Columbus. In order to celebrate and commemorate this anniversary, the 98th Congress established the Christopher Columbus Quincentenary Jubilee Commission in Public Law 98–375. The Commission's activities include preparing a program for commemorating the quincentennial of the voyages of discovery of Christopher Columbus and planning, encouraging, coordinating, and conducting observations and activities commemorating the historic events associated with those voyages. The Commission shall particularly examine the historic role of the government and people of Spain in order to promote a greater public awareness, understanding, and appreciation of the contributions made by Spain with respect to those voyages.

The Commission anticipates that fundraising events will provide an estimated $200,000 in private contributions in fiscal year 1988. Total available resources of $420,000 will allow the Commission to continue the momentum established in the 2 preceding years.

Commission on the Bicentennial of the United States Constitution

SALARIES AND EXPENSES

1987 appropriations to date	$13,200,000
1988 budget estimate	14,750,000
House allowance	14,750,000
Committee recommendation	14,750,000

The Committee recommends an appropriation of $14,750,000. This is $1,550,000 more than the fiscal year 1987 adjusted level and the same as the budget estimate and the House allowance.

The Commission is authorized by Public Law 98–101 and was activated during fiscal year 1985. During fiscal year 1988, the Commission will continue to promote and coordinate activities to commemorate the Bicentennial of the Constitutional Convention's adoption of the Constitution, which occurs on September 17, 1987. Specifically, the Commission plans and develops activities, encourages participation by private organizations and State and local governments, coordinates activities throughout all the States, and serves as a clearinghouse for the collection and dissemination of information about bicentennial events and plans.

The funds recommended in the bill will provide for the requested salaries and expenses of the members of the Commission, the executive director and permanent staff members and other expenses, including travel, communications, rental of space, printing, and other administrative items.

The recommendation also provides $2,850,000 for the National Bicentennial Competition on the Constitution and the Bill of Rights. The Commission had originally requested $3,750,000 for this competition, which is to be administered by the Center for Civic Education; however, the Committee received later testimony that only $2,850,000 was required.

Last, the funds recommended in the bill will provide $2,150,000 for educational programs about the Constitution and the Bill of Rights as requested by the Commission.

Commission on Civil Rights

SALARIES AND EXPENSES

1987 appropriations to date	$7,519,000
1988 budget estimate	9,800,000
House allowance	
Committee recommendation	5,950,000

The Committee recommends an appropriation of $5,950,000, a decrease of $1,569,000 from 1987 appropriations to date. This amount is $3,850,000 below the budget estimates but $5,950,000 more than the House allowance.

The recommendation provides the same level of program funding for the Commission as provided during fiscal year 1987. The Committee has reduced the 1987 enacted level by the amount required last year for personnel severance costs. In addition, the Committee has taken a general reduction of $50,000.

The Committee recommends continuing the restrictions in force in 1987 with minor modifications. Funding earmarks are included for regional offices and State advisory committees ($2,200,000) and monitoring of civil rights enforcement ($800,000).

COMMISSION FOR THE PRESERVATION OF AMERICA'S HERITAGE ABROAD

SALARIES AND EXPENSES

1987 appropriations to date	
1988 budget estimate	
House allowance	
Committee recommendation	$200,000

The Committee recommends an appropriation of $200,000 in new budget authority. The amount recommended is $200,000 over the amount available in 1987, the budget request, and the House allowance.

The Commission on the Preservation of America's Heritage Abroad was authorized on August 8, 1985, as part of the Foreign Aid Authorization Act for Fiscal Year 1986 (sec. 1303 of S. 960; Public Law 99–83). Its purpose is "to encourage the preservation and protection of the cemeteries, monuments, and historic buildings associated with the foreign heritage of United States citizens."

Almost 2 years have elapsed since its establishment and only now are the membership appointments being finalized. The recommended funding will allow this Commission to begin operations and the tasks that the Congress has charged it to perform.

The Commission will consist of 21 members, of whom 7 are appointed in consultation with the House and 7 in consultation with the Senate. Eighteen members have now been announced and the remaining three are in the final stages of clearance.

The Commission is specifically instructed to perform the following duties:

(1) Identify and publish a list of those cemeteries, monuments, and historic buildings located abroad which are associated with the foreign heritage of United States citizens from eastern and central Europe, particularly those cemeteries, monuments, and buildings which are in danger of deterioration or destruction;

(2) encourage the preservation and protection of such cemeteries, monuments, and historic buildings by obtaining, in cooperation with the Department of State, assurances from foreign governments that the cemeteries, monuments, and buildings will be preserved and protected; and

(3) prepare and disseminate reports on the condition of and the progress toward preserving and protecting such cemeteries, monuments, and historic buildings.

The Commission must meet at least quarterly and may also conduct such hearings as it considers appropriate. It is obligated to pay members travel expenses and per diem. In addition, the cost of any services the Commission receives from any Federal agency is reimbursable to that agency. This includes the services of any Department of State personnel who may be detailed temporarily to the Commission and any administrative services performed for the Commission by the General Services Administration.

The $200,000 in startup funding recommended for the Commission will permit the Commission to utilize the services of the appropriate

Federal agencies to organize itself, and then to develop operational plans and relevant budgets. This level of funding may also fund initial implementation of some of these plans and will also allow the Commission to request reasonable private donations to supplement the federally funded operations.

Commission on Security and Cooperation in Europe

SALARIES AND EXPENSES

1987 appropriations to date	$526,000
1988 budget estimate	770,000
House allowance	731,000
Committee recommendation	731,000

The Committee recommends an appropriation of $731,000 for salaries and expenses of the Commission on Security and Cooperation in Europe. This is $39,000 below the amount requested for the Commission and the same as the House allowance.

This Commission was established in 1976 to monitor compliance with the final act of the Conference on Security and Cooperation in Europe with particular regard to provisions dealing with humanitarian affairs.

Commission for the Study of International Migration and Cooperative Economic Development

SALARIES AND EXPENSES

1987 appropriations to date	$217,000
1988 budget estimate	.....
House allowance	870,000
Committee recommendation	750,000

The Committee recommends an appropriation of $750,000 for salaries and expenses of the Commission for the Study of International Migration and Cooperative Economic Development. This is $750,000 above the amount requested for the Commission and $120,000 below the House allowance.

The Committee recommendation will provide full funding for this Commission, authorized by the Immigration Reform and Control Act of 1986 (Public Law 99–603) for the purpose of examining conditions in countries which contribute to the unauthorized migration to the United States.

Equal Employment Opportunity Commission

SALARIES AND EXPENSES

1987 appropriations to date	$169,529,000
1988 budget estimate	193,457,000
House allowance	187,200,000
Committee recommendation	188,900,000

The Committee recommends an appropriation of $188,900,000, an increase of $19,371,000 over the 1987 appropriations to date. The amount

recommended is $4,557,000 less than the budget request but $1,700,000 more than the House allowance.

The Committee recommendation provides for the requested uncontrollable costs for pay, the new Federal Employees' Retirement System, GSA rent, and other supplies and services. The Committee recommendation also provides $2,900,000 for staff increases, $1,000,000 for ADP upgrades, $2,100,000 for increased State and local grants and $1,500,000 associated with relocation costs. The Committee has also made a general reduction of $1,100,000.

Federal Communications Commission

SALARIES AND EXPENSES

1987 appropriations to date	$96,954,000
1988 budget estimate	107,250,000
House allowance	105,600,000
Committee recommendation	104,915,000

The Committee recommends an appropriation of $104,915,000, an increase of $7,961,000 over 1987 appropriations to date. The amount recommended is $2,335,000 less than the budget request and $685,000 less than the House allowance.

The Committee recommendation includes the amounts requested for uncontrollable cost increases which total $6,300,000, less a general reduction of $685,000. The amount recommended includes $1,746,000 to provide an additional 46 FTE's for the Commission to bring this item closer to the authorized level, and $600,000 for the fee collection programs. In addition the Committee recommendation includes $100,000 to defray the expenses of the State Commissions and staff members of the Federal State Joint Board.

MINORITY AND WOMEN BROADCASTING INCENTIVES AND PREFERENCES

The Committee has inserted a provision in the bill which bars the Federal Communications Commission from expending funds to repeal, retroactively restrict, or continue a pending reexamination of, longstanding rules to promote the ownership of broadcasting licenses by minority group members and women. The FCC has commenced an inquiry, In the Matter of Reexamination of the Commission's Comparative Licensing, Distress Sales and Tax Certificate Policies Premised on Racial, Ethnic or Gender Classifications, MM Docket No. 86–484, which calls into question the advisability and legality of these rules.

The Committee believes the inquiry is unwarranted. In *Steele* v. *FCC*, 770 F.2d 1192, 1196 (D.C. Cir. 1985), the Court of Appeals stated that "the Commission's authority to adopt minority preferences . . . is clear." The Congress has expressed its support for such policies in the past and has found that promoting diversity of ownership of broadcast properties satisfies important public policy goals. Diversity of ownership results in diversity of programming and improved service to minority and women audiences. In approving a lottery system for the selection of

certain broadcast licensees, the Congress explicitly approved the use of preferences to promote minority and women ownership. See 47 U.S.C. sec. 309(i)(3)(A) and H.R. Conf. Rep. No. 765, 97th Cong., 2d Sess. 37–44 (1982).

The Committee expects the Commission to close MM Docket No. 86–484 and to apply the policies regarding comparative licensing, distress sales and tax certificates that were in effect before the inquiry was commenced.

The Committee also instructs the Commission to resolve within 60 days all proceedings that have been remanded by the court of appeals, including *Steele* v. *Federal Communications Commission*, No. 84–1176 (D.C. Cir., ordered remanded October 9, 1986); *Shurberg Broadcasting of Hartford, Inc.* v. *Federal Communications Commission*, No. 84–1600 (D.C. Cir., ordered remanded June 25, 1987); and *Winter Park Communications* v. *Federal Communications Commission*, No. 85–1755 and 85–1756 (D.C. Cir., ordered remanded November 5, 1986), or which have been held in abeyance pending the outcome of the inquiry, in a manner consistent with the policies that mandated incentives for minorities and women in broadcast ownership.

VHF–UHF SWAPS

As stated in the Committee's report accompanying the fiscal 1987 appropriation bill, the Federal Communications Commission has been considering for some time the matter of facilitating proposals to swap VHF public broadcasting stations and UHF commercial broadcasting stations (docket 85–41). The comments submitted in this proceeding have been overwhelmingly opposed to this new proposal. Yet, the Commission in deciding the matter of intraband swaps (UHF to UHF and VHF to VHF) of March 13, 1986, did not consider concluding this interband (swaps of VHF public broadcasting stations for UHF commercial broadcasting stations) matter. The Commission did say in its March 13, 1986, order that it was doing nothing to prejudge the interband matter, but the legal reasoning used to facilitate intraband swaps might well also be used for interband swaps.

Since the 1950's, the Congress has been deeply involved in ensuring that public broadcasting has adequate channel assignments for a nationwide system. Today, there are over 300 public television stations, with some 120 on the VHF band. These stations are public broadcasting's birthright. As a rule, VHF stations are far superior to UHF stations in their audience reach. That is why they are so important to our public broadcasting system and so in demand by others. There is also a major concern about the fate of Government funding for the entire public broadcasting system once a few stations swap and receive huge sums of money. The risks of grave consequences to the public broadcasting system from interband swaps are too great to permit a short-term gain for only a few. The funding problems for public broadcasting are being addressed directly by the Committee—within overall budgetary constraints—in the various appropriations bills.

The Committee has inserted language prohibiting the diminution in the number of VHF channels assignments for noncommercial educational television stations which has the effect of prohibiting interband swaps.

Federal Maritime Commission

SALARIES AND EXPENSES

1987 appropriations to date	$11,947,000
1988 budget estimate	14,500,000
House allowance	14,250,000
Committee recommendation	14,165,000

The Committee recommends an appropriation of $14,165,000, an increase of $2,218,000 over 1987 appropriations to date and $85,000 below the House allowance. The recommendation is $335,000 below the budget request.

The Committee recommendation will provide $903,000 for uncontrollable cost increases and $1,400,000 for implementation of the first year of the Commission's tariff automation project.

The Committee has also made a general reduction of $85,000.

Federal Trade Commission

SALARIES AND EXPENSES

1987 appropriations to date	$65,000,000
1988 budget estimate	69,850,000
House allowance	69,000,000
Committee recommendation	69,075,000

The Committee recommends an appropriation of $69,075,000, an increase of $4,075,000 over 1987 appropriations to date, $775,000 less than the budget request, and $75,000 above the House allowance. The increase recommended will provide for most of the nondiscretionary cost increases and built-in changes which total $4,346,000, less a general reduction of $425,000.

The Committee commends the Commission for its decision to increase staffing in the regional offices, and has provided $500,000 above the House program level to allow for the implementation of this decision.

International Trade Commission

SALARIES AND EXPENSES

1987 appropriations to date	$33,900,000
1988 budget estimate	35,386,000
House allowance	35,400,000
Committee recommendation	34,400,000

The Committee recommends an appropriation of $34,400,000, an increase of $500,000 over 1987 appropriations to date. The amount recommended is $986,000 below the budget request and $1,000,000 less than the House allowance. The reduction reflects the 2.4-percent general

reduction adopted by the House which was not appealed by the Commission and a general reduction of $150,000.

The increase recommended above the current year appropriation will provide for adjustments to base and built-in changes, and a portion of the Commission's relocation costs now expected to materialize in fiscal 1988.

JAPAN-UNITED STATES FRIENDSHIP COMMISSION

JAPAN-UNITED STATES FRIENDSHIP TRUST FUND

1987 appropriations to date	$1,408,000
(Foreign currency appropriation)	(1,200,000)
1988 budget estimate	1,400,000
(Foreign currency appropriation)	(1,700,000)
House allowance	1,200,000
(Foreign currency appropriation)	(1,700,000)
Committee recommendation	1,200,000
(Foreign currency appropriation)	(1,700,000)

For expenses of the Japan-United States Friendship Commission, the Committee recommends the appropriation of $1,200,000 from interest earned on investment of funds in the Japan-United States Friendship Trust Fund. This amount is $200,000 below the budget request. The Committee also recommends an amount of Japanese currency not to exceed the equivalent of $1,700,000.

In accordance with Public Law 94–118, interest earned on investment of the principal in the trust fund is subject to the appropriations process. These funds are used for the promotion of scholarly, cultural, and artistic activities between Japan and the United States.

LEGAL SERVICES CORPORATION

PAYMENT TO THE LEGAL SERVICES CORPORATION

1987 appropriations to date	$305,500,000
1988 budget estimate	305,500,000
House allowance	305,500,000
Committee recommendation	310,000,000

The Committee has recommended $310,000,000 for the Legal Services Corporation, an increase of $4,500,000 over the level requested by the Corporation, which submits its budget directly to the Congress, the fiscal year 1987 enacted appropriation, and the House allowance. No funds were included for the Corporation in the President's budget request.

The Committee's recommendation for the various components of the Legal Services Corporation program follows:

Program component	Committee recommendation
Basic field programs	$264,591,000
Native American programs	7,022,000
Migrant programs	9,700,000
Program development, including law school clinics	1,339,000
Supplemental field programs	1,000,000
Regional training centers	624,000
Training development and technical assistance	376,000
National support	7,529,000
State support	7,843,000
Clearinghouse	865,000
CALR regional centers	511,000
Corporation management and administration	8,600,000
(Carryover)	(2,100,000)
Total	310,000,000

The Committee recommendation includes a slight increase above the fiscal year 1987 enacted level for basic field programs. The remainder of the program components are funded at approximately their fiscal year 1987 appropriated level and under the same terms and conditions for which they were funded during fiscal year 1987. The appropriation recommended for Corporation management and administration reflects the Committee's estimate that $2,100,000 in carryover balances will be available during fiscal year 1988.

The Committee recommends retaining the provisions enacted into law in the fiscal year 1987 Departments of Commerce, Justice, and State, the Judiciary and Related Agencies Appropriations Act, Public Laws 99–500—99–591, with the exception of the restriction affecting the regulation developed by the Corporation governing legislative and administrative advocacy. These restrictions include provisions incorporated by reference in the fiscal year 1987 act relating to class action suits and the qualifications of recipients and local board composition, representation of aliens, the use of appropriated funds for legislative and administrative advocacy; the requirement that if the Corporation denies an application for refunding of a program it must provide reasonable notice and opportunity for a timely, full, and fair hearing to show cause why such action should not be taken; and the provision requiring the Corporation to notify the Appropriations Committee of the promulgation of new regulations in accordance with the Committee's established reprogramming guidelines. The language permitting reallocation of national support center funding in the event of Corporation action to defund or deny refunding to a center has been retained and is intended to apply to funding cutoffs for cause.

The Committee again recommends earmarking the funding levels for each of the Corporation's line items in the bill. The Committee has taken this action to ensure that its recommendations are carried out, since it is the Committee's understanding that the Corporation may not view report language reflecting congressional priorities as binding. Finally, the Committee is concerned that the Corporation appears to be going at the budget process in a backward manner. In the last 2

months, the Corporation has taken action to change the manner in which it proposes to use fiscal year 1988 funding for a number of programs. The Committee notes that the Corporation to date has not officially transmitted to the Committee notifications of its change in plans for the use of funds outlined in the fiscal year 1988 budget document submitted to the Congress in February 1987; nor has the Committee had the opportunity to explore these proposed changes during the hearings process. The Committee would, therefore, direct the Corporation to follow the procedures used by other departments and agencies funded in this bill of submitting plans and proposals for the use of limited Federal dollars at the time it submits its budget request to Congress.

The Committee has again included a legislative formula governing the allocation of funds among the basic field programs. The formula provides that grants and contracts shall be maintained at not less than 1 percent more than the fiscal year 1987 level, or $8.60 per poor person within a grantee's geographical area under the 1980 Census, whichever is greater, and continues the effort of the Committee toward the goal of equalizing funding for all basic field programs throughout the country. In addition, language is again included to specify the procedure by which each grantee's funding level will be reduced in the event of a Presidential order under section 252 of Public Law 99–177, the Balanced Budget and Emergency Deficit Control Act of 1985.

COMPUTER-ASSISTED LEGAL RESEARCH

The Committee has modified the line item earmarked for computer-assisted legal research [CALR] grants to make it clear that these funds should be used to support the system of regional and State CALR centers that has been in existence since 1981. The Committee is concerned that the Corporation's plan for replacing the CALR centers would produce a substantial reduction to the quality of service available. The Committee does not oppose attempts to facilitate increased direct usage of available computerized legal research data banks by field programs with the ability and desire to do their own research, but it is not convinced that the present plan which would dismantle the existing support structure by January 1, 1988, is in the best interest of the field programs.

MIGRANT FUNDING

The Committee has specified that fiscal year 1988 migrant funding be allocated among migrant program grantees in the same manner as fiscal year 1987 migrant funding. The Corporation has proposed to reallocate migrant funding among migrant grantees based on a recent study. The Committee has grave reservations about the use of this study as a basis for allocation of migrant funding. In view of expert comments submitted to the Corporation, the Committee also has serious questions about the accuracy and validity of the formula which the Corporation has proposed to use. These reservations are similar to those expressed by the National Governor's Association and the American Bar Associa-

tion. The use of data which mixes migrants and nonmigrants together, the total and partial exclusion of certain broad groups of migrants, and the use of obsolete data, which will no longer be published or collected, and other problems leave the Committee with strong doubts about whether the study is an adequate basis for allocation of migrant legal assistance funding. Because it has been demonstrated that the proposed migrant funding formula would cause major disruptions in the established system for delivery of legal assistance to migrant farmworkers and their dependents, the Committee believes the Corporation should continue to use the present funding formula until a better and more justifiable formula can be devised.

LSC REGULATION, PART 1612

The Committee has included language preventing the Legal Services Corporation [LSC] from implementing or enforcing provisions contained in the regulation regarding legislative and administrative advocacy and training (pt. 1612, 52 FR 28434, July 29, 1987) to the extent the regulation imposes restrictions on the use of private funds by legal services programs which go beyond restrictions imposed on such funding by the Legal Services Corporation Act of 1974, as amended.

In a letter dated July 10, 1987, the Committee advised the Corporation that while it believed the Corporation had made substantial progress in developing a regulation which met concerns expressed by the Committee a year ago, it continued to have grave reservations over the application of the regulation to private funding of LSC grantees in terms of the Constitutional implications. The Committee requested the Corporation revisit the issue in the near future. While the Corporation subsequently requested public comment on 1612.13—the portion of the regulation enumerating exceptions—it rejected at its August 1987 Board meeting the Constitutional argument levied against the regulation and concluded the regulation was not open to challenge.

The Committee believes that credible arguments have been made by noted legal experts that application of the regulation across the board to all funding sources of Legal Services programs effectively limits a program's first amendment right of free speech. The Committee recognizes the right of Congress to impose similar restrictions and conditions upon the use of Federal funding of LSC grantees and has included bill language restricting the use of appropriated funds for class action suits, representation of aliens and administrative and legislative advocacy and training. These restrictions have been in place for the past 5 years and have virtually eliminated concerns identified prior to their implementation. While the debate on the ability of the Government to restrict or interfere with constitutionally protected rights has raged for a decade or more, the Supreme Court has recently ruled in three cases which indicate the regulation developed by the Corporation may not withstand constitutional scrutiny: *FCC* v. *League of Women Voters of California*, 468 U.S. 363 (1984); *Regan* v. *Taxation With Representation*, 461 U.S. 540, (1983); and *Planned Parenthood of Central and Northern Arizona* v.

Arizona, 789 F.2d 1348 (9th Cir. 1976), aff'd, 55 U.S.L.W. 3308 (U.S. Nov. 4, 1986). In cases where the Government has sought to restrict the nonfederally funded and constitutionally protected activities of nonprofit organizations that receive Federal funds, the courts have struck down these laws if the State could achieve its end by less drastic means, such as requiring segregation of funds. The Committee notes that section 1010(c) of the Legal Services Act, as amended, requires non-Federal funds received by a Legal Services program to be accounted for and reported as receipts and disbursements separate and distinct from Federal funds, thus providing a means for the Corporation through its monitoring, audit, and compliance function to assure compliance with the restrictions placed upon Federal funding by the Congress.

In taking this action, the Committee makes several observations. Although Congress provides Federal funding in the form of grants to many organizations, including local chambers of commerce which receive funding from the Labor Department for the purpose of providing job training, restrictions are not imposed on the use of the organizations other funding or their ability to approach the Congress on areas of interest to them, such as, right-to-work legislation. The Committee also notes that many projects undertaken with private funding which would be prohibited by this regulation include activities that the Congress may well support. For example, one LSC grantee has a contract using non-Federal money to provide training to health professionals in the legal issues associated with adolescent health care. Other grantees are working with the United Way in their community on such issues as day care centers, shelters for battered women, or the need for affordable housing and problems of the homeless. Still other Legal Services programs have been involved in efforts to combat the rise of teenage pregnancy, alcoholism, and drug abuse. Additionally, the Committee would note that as 501(c)(3) organizations, Legal Services Corporation grantees, in order to maintain their tax-exempt status, must abide by restrictions imposed by the Internal Revenue Service on so-called lobbying activities. IRS is currently in the process of evaluating public comments on a lobbying regulation affecting all 501(c)(3) organizations. The proposed IRS guidelines on lobbying which have been the subject of great concern by Members of Congress and nonprofit organizations ranging from the Heritage Foundation to the American Civil Liberties Union are less restrictive than those proposed by the Legal Services Corporation.

Finally, the Committee directs that any activities undertaken by Legal Services grant recipients with private funding, which would otherwise be prohibited under the restrictions placed upon the use of Federal funding, must be fully financed with non-Federal funding sources, including indirect administrative and overhead costs. In addition, all non-Federal funding received for the provision of legal assistance will continue to be subject to the restrictions imposed by the Legal Services Act.

MONITORING

As it did in fiscal year 1987, the Committee directs that all monitoring, auditing, and evaluation of grantees and contractors conducted with funds provided in the appropriations shall be carried out so that:

—Monitoring reports are prepared promptly and all reports are released to the grantee or contractor being monitored;

—Site visits are conducted only upon reasonable notice by the Legal Services Corporation to the grantee or contractor;

—Requests for production of documents and other materials are reasonable and pertinent; and

—Consistent standards and procedures are used for all grantees and contractors.

In particular, the Committee remains concerned over the failure of the Corporation to produce final monitoring reports in a timely fashion. The process of monitoring programs funded through the Legal Services Corporation to ensure compliance with established rules and regulations if properly structured can be an extremely important tool in assisting programs to more effectively and efficiently serve poor clients. However, the Committee notes that the monitoring of a program is not concluded until that program receives a final written report. In response to questions raised by the Committee about outstanding final monitoring reports for 1985, 1986, and 1987, the Corporation in May 1987 indicated that of the 230 onsite reviews conducted in 1985, 49 final reports remain outstanding; of the 197 onsite reviews conducted in 1986, 123 final reports remain outstanding; and of the 16 onsite reviews conducted in January 1987, 16 final reports remain outstanding. A 42-percent failure rate to issue final reports is clearly unacceptable and undermines the entire process. Therefore, the Committee directs the Corporation to take immediate steps to complete all outstanding reports by February 1, 1988, and to report to the Committee thereon.

INDIAN TRIBES AND NATIVE GOVERNMENTS

As a result of the Constitution of the United States, treaties between Indian tribes and native governments, and the Federal Government, and laws directing how the Federal Government shall relate to Indian tribes and native governments, there exists a unique legal relationship between our Federal Government and Indian tribes and native governments.

For over 200 years we have recognized the quasi-sovereign status that Indian tribes and native governments possess. Our Federal Indian policy encourages self-determination, economic self-sufficiency, and a government-to-government relationship with Indian tribes and other native governments. In order for these governments to exist and function in this context, they must be afforded full access to the legislative and administrative forums of the various States and the United States.

It is the Committee's intent that Indian tribes and native governments not be denied appropriate legal services representation in administrative and legislative advocacy. The Committee directs the Legal Services

Corporation to remain cognizant of the unique status of Indian tribes and native governments and to continue to serve them as they have in the past.

Marine Mammal Commission

SALARIES AND EXPENSES

1987 appropriations to date	$910,000
1988 budget estimate	906,000
House allowance	900,000
Committee recommendation	995,000

The Committee recommends an appropriation of $995,000, which is $85,000 above the 1987 appropriations to date. The amount recommended is $89,000 above the budget request and $95,000 above the House allowance.

The amount recommended will enable the Commission to continue to meet its statutory responsibilities. These include the development and implementation of programs to protect endangered and threatened marine species and the compilation and evaluation of data needed to make reliable marine stock determinations. These responsibilities also include the development of sound State management strategies and the improvement of methods and procedures for collecting and analyzing marine data.

Office of the U.S. Trade Representative

SALARIES AND EXPENSES

1987 appropriations to date	$13,545,000
1988 budget estimate	15,141,000
House allowance	16,590,000
Committee recommendation	15,072,000

The Committee recommends an appropriation of $15,072,000, which is $1,527,000 more than 1987 appropriations to date, $69,000 less than the amount requested, and $1,518,000 less than the House allowance. The amount recommended is the same as the budget request and provides for all mandatory increases including salary and personnel benefits, travel and transportation costs, communications, and other administrative expenses.

The Committee recommendation includes an increase of $1,046,000 as requested for adjustments to base and built-in changes and a requested increase of $550,000 for program changes, less a general reduction of $69,000. The program changes include five new positions to provide additional staff support in Washington and Geneva for the Uruguay Round of the upcoming GATT negotiations; conversion of five positions from contract to in-house staff to ensure greater continuity during the multiyear GATT negotiations; computer upgrades for the GATT negotiations; and additional representation funds.

The Committee has also included language in the bill which provides that $1,000,000 of the appropriation shall remain available until ex-

pended. The Committee has provided this language to allow the USTR additional flexibility in adjusting to changes in operating costs of the Geneva office resulting from currency fluctuations. The Committee anticipates that in future years, these no-year funds will allow the USTR to retain dollars in years in which the United States currency appreciates against the Swiss franc and spend them when the dollar depreciates.

Securities and Exchange Commission

SALARIES AND EXPENSES

1987 appropriations to date	$114,500,000
1988 budget estimate	145,036,000
House allowance	145,000,000
Committee recommendation	142,045,000

The Committee recommends an appropriation of $142,045,000, an increase of $27,545,000 over 1987 appropriations to date. The amount recommended is $2,991,000 less than the budget request and $2,955,000 less than the House allowance.

The increase of $27,545,000 recommended by the Committee will provide for the following items: $11,396,000 for adjustments to base and built-in changes, less a general reduction of $955,000; $10,000,000 for implementing the electronic filing system (EDGAR); $5,368,000 for 181 additional positions requested; $1,272,000 requested for replacement of the central processing unit; and $500,000 for automation enhancements.

The Committee expects that the funds provided for the first year of implementation of the electronic filing system will be used strictly in accordance with authorization contained in law. The Committee also expects the Commission to conform strictly with the recommendations of the Comptroller General, who has reviewed this project and made certain recommendations to the Commission and Congress. The Committee also expects the Commission to submit semiannual reports concerning progress on the implementation of this system.

The Committee has increased the limitation on the Commission's official representation and reception expenditures to $9,000 for fiscal year 1988 due to one-time costs of hosting an international conference in October 1987.

SMALL BUSINESS ADMINISTRATION

SALARIES AND EXPENSES

1987 appropriations to date	$197,000,000
(By transfer)	(106,800,000)
1988 budget estimate	235,095,000
(By transfer)	(90,000,000)
House allowance	225,800,000
(By transfer)	(92,000,000)
Committee recommendation	219,660,000
(By transfer)	(92,000,000)

The Committee recommends an appropriation of $219,660,000 in new budget authority and, in addition, $92,000,000 by transfer from the Disaster Loan Fund for disaster loan-making activities and portfolio management. The recommended appropriation is $22,660,000 more than fiscal year 1987 appropriations to date; $15,435,000 less than the request for new budget authority; and $6,140,000 less than the House allowance.

The Committee recommendation provides for the following program levels:

Program	*In thousands*
Procurement assistance	$16,719
PASS	(1,260)
Business development	55,201
SBDC	(35,000)
SBI	(2,871)
Finance and investment	58,755
Innovation, research, and technology	1,214
Minority small business/COD	23,535
7(j)	(9,570)
Advocacy	4,918
Data base and research	(1,988)
International trade	1,363
Women's business ownership	1,006
Private sector initiative	283
Veterans affairs	1,433
VA outreach	(700)
National Advisory Council	284
General counsel	14,737
Inspector general	7,610
Hearings and appeals	1,073
Comptroller	7,304
Equal employment opportunity	1,963
Information resource	16,630
Administration	38,217
Program analysis and review	1,488
Personnel	4,165
Public communication	1,282

Program	*In thousands*
Congressional and legislative affairs	$629
Executive direction and field administration	33,191
Subtotal	293,000
Disaster assistance	20,000
General reduction	−1,340
Total	311,660

LOAN PROGRAM STUDY

In Senate Report 99–425, this Committee directed the Small Business Administration to conduct a study of the section 7(a) Loan Guaranty Program to evaluate the impact of the program on tax revenues, employment and job creation, and other appropriate economic factors. SBA was to conduct the study and submit a report to Congress no later than June 1, 1987.

SBA determined in January 1987 that the Internal Revenue Service would be the best source of information for the study, and signed an agreement with the IRS in May 1987 under which the IRS will process the loan program information and provide data to SBA. SBA has requested an extension of the June 1, 1987, report date. Because the authorizing committee anticipates reviewing the loan program information during its consideration of reauthorization legislation for the SBA, the SBA is directed to submit an interim report of the IRS findings to this Committee by April 1, 1988, and it is expected that SBA will encourage the IRS to complete its review by August 1, 1988. A final report shall be submitted to Congress no later than September 1, 1988.

BUSINESS LOAN AND INVESTMENT FUND

1987 appropriations to date	$261,000,000
1988 budget estimate	121,000,000
House allowance	236,000,000
Committee recommendation	224,000,000

The Committee recommends an appropriation of additional capital totaling $224,000,000 for the Business Loan and Investment Fund. The total amount recommended is $37,000,000 less than fiscal year 1987 appropriations, $103,000,000 more than the budget request, and $12,000,000 less than the House allowance.

As a result of continued implementation of the SBA's quality lending initiatives since 1981, lending reforms implemented pursuant to Public Law 99–272, generally improved economic conditions and increased debt collections, the budget authority requirements for the business loan revolving fund will be less than originally estimated. The bill appropriates $224,000,000 for operation of this revolving fund which includes the funding for loan program levels for fiscal year 1988 as follows:

[In millions of dollars]

	House	Senate
General business loans	$2,473	$2,421
Guaranteed	2,473	2,421
Handicapped loans	20	20
Direct	15	15
Guaranteed	5	5
Economic opportunity loans	80	64
Direct	24	24
Guaranteed	56	40
Energy loans	14	5
Guaranteed	14	5
Development company loans	373	450
Guaranteed	373	450
Investment company loans	272	272
Direct [MESBIC]	39	39
Guaranteed [SBIC]	233	233
Veterans loans	19	19
Direct	19	19
Total business loans	3,251	3,251
Direct (Includes $12,000,000 in carryover funds)	97	97
Guaranteed	3,154	3,154

DISASTER LOAN FUND

(LIMITATION ON DIRECT LOANS)

The Committee recommendation does not include bill language requested by the administration to prohibit any new direct loan obligations from the Disaster Loan Fund.

SURETY BOND GUARANTEES REVOLVING FUND

1987 appropriations to date	$9,497,000
1988 budget estimate	7,162,000
House allowance	9,497,000
Committee recommendation	9,497,000

The Committee has approved $9,497,000 for additional capital for the Surety Bond Guarantees Revolving Fund for fiscal year 1988. The amount recommended is the same as was available in fiscal 1987 and the House allowance and is $2,335,000 more than the budget request.

The additional capital provided to the fund will provide for the continuing expenses of the fund, including payments of claims resulting from defaulted bonds guaranteed in prior years.

POLLUTION CONTROL EQUIPMENT CONTRACT GUARANTEE FUND

1987 appropriations to date	$14,245,000
1988 budget estimate	16,000,000
House allowance	14,240,000
Committee recommendation	14,240,000

The Committee has approved $14,240,000 for additional capital for the Pollution Control Equipment Contract Guarantee Fund for fiscal year 1988. The amount recommended is $5,000 less than was appropriated for 1987, $1,760,000 less than the request, and the same as the House allowance. The Committee recommendation will provide for the continuing expenses of the fund, including payment of additional claims resulting from defaulted bonds guaranteed in prior years.

Under this program, the Small Business Administration is authorized, whenever it determines that small businesses would be at a financial disadvantage with respect to the installation of pollution control devices, to guarantee the payments of amounts due under qualified rental or purchase contracts for such equipment. The Government receives a fee of 3.5 percent of the amount guaranteed.

STATE JUSTICE INSTITUTE

SALARIES AND EXPENSES

1987 appropriations to date	$7,200,000
1988 budget estimate	12,892,000
House allowance	12,900,000
Committee recommendation	10,000,000

The Committee recommendation includes $10,000,000 for the first full year of operations for the State Justice Institute, authorized by Public Law 98–620. The amount recommended is $2,800,000 above the 1987 appropriations, $2,892,000 below the budget request, and $2,900,000 below the House allowance.

The State Justice Institute Act of 1984 (Public Law 98–620) created and authorized the State Justice Institute. The act established the Institute as a private nonprofit corporation to improve the administration and operation of the courts of the States and thus assure each person ready access to a fair and effective system of justice. The Institute will be governed by an 11 member board of directors and will operate with a small administrative staff. The objectives of the Institute are to be met by grants to State courts and their support organizations, law schools, and other organizations working in the field of judicial administration. Through such grants, the Institute has broad authority to fund research, technical assistance, demonstration, clearinghouse, education, training, and related activities to improve the administration of Justice.

The Committee has reduced the amounts requested for grants due to the overall budgetary situation.

U.S. Information Agency

The Committee recommends a total of $819,705,000 for carrying out the activities of the U.S. Information Agency for fiscal year 1988. This amount is $122,152,000 less than the total requested for the agency, and is $7,286,176 less than the amount appropriated for fiscal year 1987, and $3,353,000 more than the House allowance before application of the 2.4-percent across-the-board reduction.

SALARIES AND EXPENSES

1987 appropriations to date	$588,232,176
1988 budget estimate	641,705,000
House allowance	620,700,000
Committee recommendation	617,906,000

The Committee recommends an appropriation of $617,906,000, an increase of $29,673,824 over fiscal year 1987 appropriations to date. The amount recommended is $23,799,000 less than the budget request and is $2,794,000 less than the House allowance.

This appropriation provides for basic operating costs of the Voice of America, overseas information and cultural operations, and domestic management and program support activities.

The increase over the current year level will provide funding for wage and price increases overseas, foreign national wage increases, increases in rates for GSA's Federal Building Fund, and other nondiscretionary items including some of the current services adjustments requested, except in the television service (Worldnet) which was reduced by $2,600,000.

The Committee has approved limitations for the following activities: $1,070,000 for overseas representation; $14,557,000 to remain available until expended to carry out section 102(a)(3) of the Mutual Educational and Cultural Exchange Act, as amended; $3,650,000 to be credited to this appropriation from fees received from English-teaching, library, motion picture, and television programs; and $500,000 to remain available until expended for expenses and equipment for selected administrative and data processing services.

TV MARTI STUDY

Given the success of Radio Marti in transmitting reliable and objective news and information to Cuba, the Committee directs the President's Advisory Board for Radio Broadcasting to Cuba to study the feasibility of establishing TV Marti. The Committee provides $100,000 to the Advisory Board for Radio Broadcasting to Cuba for the purpose of conducting a study on the technical feasibility and costs involved in broadcasting television signals to Cuba.

EDUCATIONAL AND CULTURAL EXCHANGES

1987 appropriations to date	$145,000,000
1988 budget estimate	152,500,000
House allowance	147,000,000
Committee recommendation	151,540,000

The Committee recommends a program level of $151,540,000 for USIA's educational and cultural exchange programs. The recommended appropriation is $6,540,000 more than the 1987 appropriations to date, $960,000 less than the budget request, and $4,540,000 more than the House allowance.

The Committee intends that the various programs funded through this appropriation shall receive the same amounts for fiscal year 1988 that were provided for fiscal year 1987. The Committee has provided an additional $2,000,000 over the 1987 level for student exchanges between the United States and the Soviet Union and Eastern Europe. The Soviet Union portion is pursuant to article IV of the general agreement between the Government of the United States of America and the Government of the Union of Soviet Socialist Republics on contracts, exchanges and cooperation in the scientific, technical, educational, cultural and other fields.

The Committee recommends an allocation of $540,000 from within the funds available to USIA to assist the Institute for Representative Government in conducting a 3-year pilot program of focused study of the U.S. Congress for legislators from developing democracies and then to define and implement programs of specific assistance to those legislatures.

The Institute for Representative Government will bring delegations from emerging legislatures to the United States for 2 to 3 weeks of intensive study of the Congress and the American political system. They will be selected in consultation with USIA and the relevant American embassies.

The $540,000 recommended as a first-year budget for the Institute is sufficient to conduct six 2-week programs for delegations from legislatures of developing democracies. The projected 3-year budget for the Institute, which includes followup study or internship programs during the second and third years, is $2,000,000.

The remaining additional $2,000,000 over the 1987 level is for a one-time grant of $2,000,000 to the Oregon Historical Society to establish a North Pacific Research Center in Portland, OR.

ACQUISITION AND CONSTRUCTION OF RADIO FACILITIES

1987 appropriations to date	$46,000,000
1988 budget estimate	90,000,000
House allowance	.....
Committee recommendation	.....

The Committee recommends no appropriation for this activity in 1988, a decrease of $46,000,000 from the 1987 appropriations to date. The amount recommended is $90,000,000 less than the budget request and is the same as the House allowance.

By letter from the Director of the USIA, the Committee was advised that the request for this item was being deferred in view of the overall budgetary situation.

RADIO BROADCASTING TO CUBA

1987 appropriations to date	$12,759,000
1988 budget estimate	12,652,000
House allowance	12,652,000
Committee recommendation	12,759,000

The Committee recommends an appropriation of $12,759,000 for the appropriation that funds the Voice of America Radio Marti Program. This recommendation is the same as the amount appropriated for fiscal year 1987, and is $107,000 more than the 1988 request and the House allowance.

The Voice of America Radio Marti Program, which was established by the Radio Broadcasting to Cuba Act (Public Law 98–111), began broadcasting on May 20, 1985, at the planned level of 14½ hours per day. Radio Marti provides broadcasts in Spanish to the Cuban people of news, commentary, and other information about events in Cuba and elsewhere. Its objective is to reach Cuban audiences with programs which are objective, accurate, balanced and which present a variety of views. To fulfill this purpose, the Radio Marti Program is administered by the Voice of America as a separate entity and uses the VOA medium wave transmitter at Marathon, FL.

The amount recommended provides for all of the adjustments to base and built-in changes requested including the full-year cost of the January 1987 Federal pay raise, the full-year cost of the new Federal Employees Retirement System, and within-grade salary adjustments.

CENTER FOR CULTURAL AND TECHNICAL INTERCHANGE BETWEEN EAST AND WEST

1987 appropriations to date	$20,000,000
1988 budget estimate	20,000,000
House allowance	20,000,000
Committee recommendation	20,000,000

The Committee recommends an appropriation of $20,000,000, which is the same as the 1987 appropriations to date, the budget request, and the House allowance.

Within the total amount recommended, the Center will accommodate mandatory increases totaling $469,000 which includes within-grade salary adjustments, the increased costs of students and inflationary increases for supplies, materials, and other services. It is anticipated that these increases will be offset by additional revenues generated from outside sources.

NATIONAL ENDOWMENT FOR DEMOCRACY

1987 appropriations to date	$15,000,000
1988 budget estimate	25,000,000
House allowance	16,000,000
Committee recommendation	17,500,000

The Committee recommends an appropriation of $17,500,000 for the National Endowment for Democracy for fiscal year 1988. This amount represents a reduction of $7,500,000 from the budget request, an increase of $2,500,000 above the appropriation for fiscal year 1987, and is $1,500,000 above the House allowance.

The National Endowment for Democracy [NED] is a private, nonprofit corporation established in the District of Columbia to encourage and strengthen the development of democratic institutions and processes internationally, including activities which promote individual rights and freedom through private-sector initiatives, exchanges, training and other activities.

ADMINISTRATIVE PROVISION—UNITED STATES INFORMATION AGENCY

The Committee has included a provision in the bill which requires USIA and the Voice of America to pursue all relevant information relating to availability of transmitters and related equipment to determine whether such items can be procured at reasonable prices and in a timely manner. The provision also requires USIA and VOA to purchase American-manufactured equipment and materials to the fullest extent reasonably possible under the law in carrying out the facilities modernization program.

TITLE VI—GENERAL PROVISIONS

As reported to the House, this title contained a number of general provisions which have been applicable in the past to the departments and agencies funded by this appropriation.

The Committee is recommending the deletion of House language that applies a reduction of 2.4 percent to each appropriations account except the Drug Enforcement Administration, the Federal Bureau of Investigation, and the Immigration and Naturalization Service.

The House bill included as section 608 a provision prohibiting the expenditure of funds by the Department of Transportation or Maritime Administration for certain activities in connection with repayment of construction differential subsidy. An identical provision was included in the Supplemental Appropriations Act, Public Law 100–71. Therefore, since this provision is now law it would be duplicative to reenact it and the Committee has deleted the provision from the bill.

In section 608, the Committee is recommending the inclusion of bill language dealing with the reprogramming of funds within appropriations accounts. Nearly identical language was carried in the fiscal year 1986 appropriations act. The Committee has also included a reprogramming requirement for the privitization of Government services.

In section 609 the Committee has included a provision which prohibits the sale of direct loans and loan guarantees made by the Small Business Administration under the authority of the Small Business Investment Act. The restriction applies only to sales to third parties of disaster assistance direct loans, and SBA-guaranteed debentures issued by certified development companies and small business investment companies which were held by the Federal Financing Bank on September 30, 1987. The restriction has no application to any plan concerning prepayment of loans by borrowers, nor does it affect sales of loan guarantees made under section 7(a) of the Small Business Act, or sales of debenture guarantees which were not held by the Federal Financing Bank on September 30, 1987.

In section 610 the Committee has included a provision prohibiting the Small Business Administration from implementing new user fees. The Small Business Administration, by letter to the chairman of the Senate Small Business Committee, has expressed its intention to implement a broad range of new user fees for virtually all SBA programs and services, in some cases without any regulatory process. At the request of the authorizing committee, the Committee has inserted this provision

prohibiting the Small Business Administration from implementing any new or additional user fees, guaranty fees, or examination fees beyond those which were in effect on September 1, 1987, so that that Committee may examine the impact of these proposals on programs and services early next year in the authorization process.

TITLE VII—CUBAN POLITICAL PRISONERS AND IMMIGRANTS

This title incorporates S. 1075 with slight modifications and will eliminate barriers to Cuban entry into the United States that have arisen as a result of the breakdown of the Mariel migration agreement. It directs the Immigration and Naturalization Service to process current and former Cuban political prisoners as refugees for entry into this country when they have served any amount of time in Castro's jails, except as may be necessary to increase the orderly processing of available applicants. Under our current policy, they must have served for more than 10 years to be eligible for processing.

On December 14, 1984, the United States and Cuba signed the Mariel migration agreement. Under that agreement, Cuba promised to take back 2,746 Cuban who came to the United States in 1980 and were found to be excludable due to their mental illness or past serious criminal offenses. The United States promised to process up to 3,000 former political prisoners and their families in fiscal year 1985, with the presumption that the program would continue at that level. It also promised to restore normal migration from Cuba to the United States for various preference category immigrant visas. On May 20, 1985, Cuba suspended the Mariel agreement in reaction to the start of Radio Marti broadcasts.

There are now between 10,000 and 30,000 ex-political prisoners and their families who want to come to this country from Cuba, and there may be some in third countries as well. Until Castro agrees to fulfill his part of the Mariel agreement, U.S. policy is to process only those political prisoners (and their families) who are or were in prison for 10 years or more.

The Committee believes it is unfair and counterproductive to punish Castro's own victims for Castro's behavior toward the United States, especially those who have been imprisoned for their belief in freedom and their opposition to Castro's regime. Conditions are extremely difficult even for those political prisoners who have been released from jail. The 2,000 or so ex-political prisoners who have been released experience such severe discrimination that it is difficult for them to survive.

Title VII also addresses the suspension of normal immigration from Cuba and third countries to the United States as a result of the breakdown of the Mariel agreement. Cubans who are not former or current political prisoners can come to this country only if they are granted an immigrant visa. Because of the breakdown of the Mariel agreement,

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however, only two classes of Cubans are now being granted visas: (1) Immediate relatives of American citizens—defined as spouses, parents, or unmarried minors—from Cuba or third countries, and (2) Cubans who left Cuba before August 22, 1986, and who are in one of the preference categories for immigration.

The preference categories are as follows: (preference 1) sons or daughters of citizens who are over 21; (preference 2) spouses or children of legal permanent residents; (preference 3) work category; (preference 4) a married son or daughter of a U.S. citizen; and (preference 5) a brother or sister of a U.S. citizen. Cubans in third countries who left Cuba on or after August 22, 1986, and are not immediate relatives of Americans cannot come to the United States at all.

The practical effect of this policy is to deny thousands of Cubans living in Cuba and in third countries the right to be reunited with their families in the United States because of actions by Castro over which they have no control. This title would reverse this policy, and reinstitute normal immigration from Cuba and third countries regardless of the disposition of the Mariels now in the United States.

For those Cubans now living in Cuba, allowing them to emigrate to the United States is a simple humanitarian gesture mandated by the terrible conditions of Cuba's totalitarian society. That gesture becomes even more compelling when it is realized that these people have family in the United States. Cubans in third countries also want to be reunited with their families in the United States. Many Cubans who escape to third countries are living in a kind of limbo, without jobs or permanent accommodations.

TITLE VIII—INDOCHINESE REFUGEE RESETTLEMENT AND PROTECTION ACT OF 1987

The amendment adopted in Committee is nearly identical, with one major exception, to the bill introduced by Senators Hatfield and Pell on March 23, 1987, cosponsored by 22 other Senators, entitled The Indochinese Refugee Resettlement and Protection Act of 1987, S. 814. The aforementioned exception grants discretionary authority to the Department of State to process Indochinese refugees, whereas S. 814 provides mandatory authority.

The amendment adopted in Committee requires the congressional refugee consultations process to be completed by May 1, to allow a more accurate consideration of current year processing, for purposes of appropriations; allows the responsibility for Indochinese refugee processing to be handled by State Department consular officers at the Secretary's discretion; prohibits INS regulations proposed in the recent past on immigration-eligible refugees which would have required refugees to wait up to a year in camps before departing as immigrants; sets annual Indochinese refugee admissions numbers from first asylum countries at a minimum of 28,000 for fiscal years 1988, 1989, and 1990, plus at least 8,500 for the Orderly Departure Program for the same years; addresses plight of long-stayers in Southeast Asia, allocating 9,000 admissions each year for fiscal years 1988, 1989, and 1990 of persons in camps 3 years or more; addresses underuse in humanitarian parole cases by requiring the Attorney General to admit at least 150 nonfamily reunification, humanitarian parole cases from Southeast Asia for fiscal years 1988, 1989, and 1990; authorizes $5,000,000 per year during fiscal years 1988 and 1989 for educational programs for refugees who will not be resettled who live along the Thai-Lao and Thai-Cambodian borders; authorizes current appropriation of $5,000,000 for the Thai village assistance program for fiscal years 1988 and 1989; increases United States ability to monitor and influence performance of Thai protection soldiers by providing $1,000,000 for fiscal years 1988 and 1989 to train border protection rangers; and expresses sense of Senate in favor of a 24-hour presence of international relief personnel in a Cambodian border camp called site 2 which has suffered from rampant protection problems.

The Committee acknowledges the difficult situation facing the Immigration and Naturalization Service in their processing of Southeast Asia refugees. While the INS will approve this year for resettlement a figure approximating the 1987 ceiling, the record before the Committee indicates that this came about at the expense of multitudes of cases which were either adjudicated not qualified or outright rejected. As a result, a large number of refugees in Southeast Asia who have been excluded by

the INS and now constitute much of the long-stayer population in the camps, were victims of conflicting interpretations of the law and changes in field instructions or personnel. The Committee amendment hopefully will clarify the intent of Congress in making determinations that better reflect congressional intent for a humane and generous refugee program.

The Committee wants to stress that the preferred solution for the refugees of the region is voluntary repatriation. However, until such negotiated repatriation agreements are possible, the United States must do its part to preserve first-asylum and protect the hundreds of thousands of refugees there until they can return to their homelands.

The amendment accelerates the congressional consultation process established by the Refugee Act of 1980, because the current procedures do not provide the Appropriations Committee with timely information. For example, it is expected that the 1988 refugee ceiling figure will not be determined by the consultations process until the end of October, well after Committee consideration of funding in the Foreign Operations Subcommittee has been adopted.

In order to provide the first-asylum countries and our resettlement partners the assurance needed to maintain first-asylum in the region, the Committee amendment commits the United States through the end of the decade to a refugee resettlement program equivalent to this year's processing level. It also provides for the implementation of the Department of State's Ray Commission recommendation for long-stayer populations in the region, defined as refugees living in camps for at least 3 years.

At Committee hearings, the Commissioner of the INS was presented with several cases where humanitarian parole petitions were rejected. The Committee later learned that half of these rejections were reversed, actions which we applaud but also demonstrate the questionable application of INS guidelines on humanitarian parole cases. Therefore, the Committee amendment requires the Attorney General to exercise this parole power in at least 150 cases other than those involving noncurrent immigration visas. While the Committee has never recommended full-scale processing of site 2 and other Cambodian and Laotian border camps, it acknowledges that there are many compelling cases of humanitarian concern to the United States which the United States has decided not to include for consideration in its refugee program, but which merit processing consideration, and for which humanitarian parole is intended.

The exigent circumstances in Southeast Asia and the very fragile asylum scenario there require substantive action by the Congress at this time. The Committee considers the U.S. refugee program to be one of the most extraordinary humanitarian initiatives undertaken by our Government, and attributes this to the cooperation between the executive and legislative branches, and the concerned Committees of Congress. It is the intention of the Committee to continue this noble effort until more durable solutions are available. Because the United States has a

special responsibility to the refugees of Southeast Asia, it is especially important that Congress signal its resolve to the ASEAN countries and our partners in the international community that while the day may come to curtail the refugee program, that day has not come yet.

TITLE IX—POLISH PERMANENT RESIDENT ADJUSTMENT ACT OF 1987

The Committee has included a new title in the bill that would grant permanent resident status to those Polish nationals who fled Poland after martial law was imposed there in December 1981. This title applies to those Polish nationals who have continuously resided in the United States before July 21, 1984.

The Committee is deeply concerned about the plight of those Polish nationals who were forced to leave Poland after martial law was imposed there. Under Polish law, any citizen who seeks political asylum in a foreign nation is considered to have committed an act of treason, punishable by certain imprisonment and possibly death.

The United States, under the authority of the Attorney General, has granted extended voluntary departure [EVD] status to these Polish nationals in 6-month intervals for the past 5 years. Unfortunately, this temporary solution, while better than deportation, creates continued uncertainty about the fate of these individuals that can only be remedied by changing their status on a permanent basis.

The language included by the Committee would do this by permitting the Attorney General to adjust the status of those Polish nationals who are on record with the Immigration and Naturalization Service as having entered this country before July 21, 1984.

The INS estimates that there are approximately 7,000 of these Polish nationals currently living in the United States under EVD status.

BUDGETARY IMPACT OF BILL

PREPARED BY THE CONGRESSIONAL BUDGET OFFICE PURSUANT TO SEC. 308(a), PUBLIC LAW 93-344, AS AMENDED

[In millions of dollars]

	Budget authority		Outlays	
	Committee allocation	Amount in bill	Committee allocation	Amount in bill
Comparison of amounts in the bill with the Committee allocation to its subcommittees of amounts in the First Concurrent Resolution for 1988: Subcommittee on Commerce, Justice, and State, the Judiciary, and Related Agencies	14.44	14,280	14.76	[1] 14,755
Projections of outlays associated with budget authority recommended in the bill:				
1988				[2] 11,036
1989				2,406
1990				577
1991				147
1992 and future year				161
Financial assistance to State and local governments for 1988 in the bill		534		198
	Direct loans		Loan guarantees	
Credit authority estimates, fiscal year 1988	1.05	1,005	2.78	2,798

[1] Includes outlays from prior-year budget authority.
[2] Excludes outlays from prior-year budget authority.

COMPLIANCE WITH PARAGRAPH 7, RULE XVI, OF THE STANDING RULES OF THE SENATE

Paragraph 7 of rule XVI requires that Committee reports on general appropriations bills identify each Committee amendment to the House bill "which proposes an item of appropriation which is not made to carry out the provisions of an existing law, a treaty stipulation, or an act or resolution previously passed by the Senate during that session."

The following provisions fall under this rule: the Economic Development Administration; the Minority Business Development Agency; portions of the National Oceanic and Atmospheric Administration; the National Telecommunications and Information Administration; the Federal Communications Commission; the Securities and Exchange Commission; and the Legal Services Corporation.

COMPLIANCE WITH PARAGRAPH 7(c) OF RULE XXVI, STANDING RULES OF THE SENATE

Rule XXVI, paragraph 7(c) states: "Whenever any Committee by rollcall vote reports any measure or matter, the report of the committee upon such measure or matter shall include a tabulation of the votes cast by each member of the committee in favor of and in opposition to such measure or matter."

There were no rollcall votes on this measure.

COMPLIANCE WITH PARAGRAPH 12, RULE XXVI OF THE STANDING RULES OF THE SENATE

Paragraph 12 of rule XXVI requires that Committee reports on a bill or joint resolution repealing or amending any statute or part of any statute include "(a) the text of the statute or part thereof which is proposed to be repealed; and (b) a comparative print of that part of the bill or joint resolution making the amendment and of the statute or part thereof proposed to be amended, showing by stricken-through type and italics, parallel columns, or other appropriate typographical devices the omissions and insertions which would be made by the bill or joint resolution if enacted in the form recommended by the committee."

In compliance with this rule, the following changes in existing law proposed to be made by the bill are shown as follows: existing law to be omitted is enclosed in black brackets; new matter is printed in italic; and existing law in which no change is proposed is shown in roman.

Section 154(d) of Public Law 99–93 (99 Stat. 429) is amended as follows:

SEC. 154. DAMAGES RESULTING FROM DELAYS IN THE CONSTRUCTION OF THE UNITED STATES EMBASSY IN MOSCOW

(a) RESTRICTION; REIMBURSEMENT FOR DAMAGES INCURRED.—The Secretary of State shall not permit the Soviet Union to occupy the new chancery building at its new embassy complex in Washington, D.C., or any other new facility in the Washington, D.C. metropolitan area, if the Soviet Union fails to provide prompt and full reimbursement to the United States for damages incurred as a result of the construction of the new United States Embassy in Moscow. The amount of such reimbursement shall be determined by agreement between the United States and the Soviet Union or, in the event of disagreement, by international arbitration pursuant to subsection (b).

(b) INTERNATIONAL ARBITRATION.—Not later than 30 days after the date of the enactment of this Act, the Secretary of State shall initiate actions to begin the international arbitration process, which is provided for in the embassy construction agreement between the United States and the Soviet Union, in order to resolve all United States claims against the Soviet Union for damages arising from dealys in the construction of the new United States Embassy complex in Moscow.

(c) REPORT.—In the event the amount of reimbursement provided to the United States under subsection (a) by the Soviet Union is less than the amount of funds expended for the damages described in subsection (a) that are determined by the Secretary of State to be the responsibility of the Soviet Union, the Secretary of State shall submit a report to the

Committee on Foreign Affairs of the House of Representatives and the Committee on Foreign Relations of the Senate. Such report shall contain a detailed explanation of the reasons the Secretary accepted the settlement arrangements of the United States claims and the financial costs to the United States of doing so.

(d) [SUSPENSION OF RESTRICTIONS.—The Secretary of State may suspend the restrictions in subsection (a) in the interests of United States national security if the Secretary certifies to the Congress that a substantial number of the claims described in subsection (a) are settled and that resolution of any remaining claims is proceeding in a satisfactory manner. If the Secretary exercises the authority under this subsection, the Secretary shall report to the appropriate committees of the Congress every six months concerning progress on resolution of any outstanding claims.] *The Secretary of State shall not permit the Soviet Union to occupy the new chancery building at its new embassy complex in Washington, D.C., or any other new facility in the Washington, D.C. metropolitan area, until a new chancery building is ready for occupancy for the United States embassy in Moscow and until the Soviet Union provides prompt and full reimbursement to the United States for damages incurred as a result of the constructon of the new United States embassy in Moscow.*

Title 31 United States Code 1344 (96 Stat. 924) is amended as follows:

§ 1344. Passenger motor vehicle and aircraft use

(a) Except as specifically provided by law, an appropriation may be expended to maintain, operate, and repair passenger motor vehicles or aircraft of the United States Government that are used only for an official purpose. An official purpose does not include transporting officers or employees of the Government between their domiciles and places of employment except—

(1) medical officers on out-patient medical service; and

(2) officers or employees performing field work requiring transportation between their domiciles and places of employment when the transportation is approved by the head of the agency.

(b) This section does not apply to a motor vehicle or aircraft for the official use of—

(1) the President;

(2) The Chief Justice and Associate Justices of the Supreme Court;

[2] *(3)* the heads of executive departments listed in section 101 of title 5; or

[3] *(4)* principal diplomatic and consular officials.

Title 28 United States Code 634(a) is amended as follows:

§ 634. Compensation

[(a) Officers apointed under this chapter shall receive as full compensation for their services salaries to be fixed by the conference pursuant to section 633 of this title, at rates for full-time and part-time United States magistrates not to exceed rates determined under section 225 of the Federal Salary Act of 1967 (2 U.S.C. 351–361) as adjusted by section 461 of this title except that the salary of a part-time United States magistrate shall not be less than $100 nor more than one-half the maximum salary payable to a full-time magistrate.]

(a) Officers appointed under this chapter shall receive, as full compensation for their services, salaries to be fixed by the conference pursuant to section 633, at rates for full-time United States magistrates up to an annual rate equal to 92 percent of the salary of a judge of the district court of the United States, as determined pursuant to section 135, and at rates for part-time magistrates of not less than an annual salary of $100, nor more than one-half the maximum salary payable to a full-time magistrate. In fixing the amount of salary to be paid to any officer appointed under this chapter, consideration shall be given to the average number and the nature of matters that have arisen during the immediately preceding period of five years, and that may be expected thereafter to arise, over which such officer would have jurisdiction and to such other factors as may be material. Disbursement of salaries shall be made by or pursuant to the order of the Director.

Title 28 United States Code 153(a) is amended as follows:

§ 153. Salaries; character of service

(a) Each bankruptcy judge shall serve on a full-time basis and shall receive as full compensation for his services a salary at an annual rate [determined under section 225 of the Federal Salary Act of 1967 (2 U.S.C. 351–361) as adjusted by section 461 of this title] *that is equal to 92 percent of the salary of the judge of the district court of the United States as determined pursuant to section 135,* to be paid at such times as the Judicial Conference of the United States determines.

Title 2 United States Code 356 is amended as follows:

§ 356. Functions of Commission

The Commission shall conduct, in each of the respective fiscal years referred to in section 352(2) and (3) of this title, a review of the rates of pay of—

(A) the Vice President of the United States, Senators, Members of the House of Representatives, the Resident Commissioner from Puerto Rico, the Speaker of the House of Representatives, the President pro tempore of

the Senate, and the majority and minority leaders of the Senate and the House of Representatives;

(B) offices and positions in the legislative branch referred to in subsections (a), (b), (c), and (d) of section 203 of the Federal Legislative Salary Act of 1964 (78 Stat. 415; Public Law 88–426);

(C) justices, judges, and other personnel in the judicial branch referred to in section 403 of the Federal Judicial Salary Act of 1964 (78 Stat. 434; Public Law 88–426) [and magistrates and] *except bankruptcy judges, but including* the judges of the United States Claims Court;

(D) offices and positions under the Executive Schedule in subchapter II of chapter 53 of Title 5; and

(E) the Governors of the Board of Governors of the United States Postal Service appointed under section 202 of Title 39.

Chapter II of title I of the act of August 22, 1984 (98 Stat. 1372) is amended as follows:

DEPARTMENT OF TRANSPORTATION

MARITIME ADMINISTRATION

OPERATIONS AND TRAINING

For an additional amount for "Operations and training", $2,500,000, to remain available until expended: *Provided*, That these funds shall be made available to the "Association for the Preservation of the Yacht, Potomac" only when matched by an additional $2,500,000 in contributions from State or local governments or private sources. In addition, for the acquisition and [preconversion] *activation and conversion* costs for a training vessel to be used at the State University of New York Maritime College, $8,500,000, to remain available until expended[, of which not to exceed $1,000,000 shall be used for preconversion costs]: *Provided further*, That these funds shall be made available for obligation six months following the enactment of this Act only if a suitable surplus vessel has not been made available to the State University of New York Maritime College: *Provided further*, That all appropriate Federal agencies are hereby authorized and shall expedite making any vessel of this class available which is declared surplus by a Federal agency and that upon the bona fide sale, approved by the Maritime Administration, of the current schoolship utilized by the State University of New York Maritime College, the proceeds of such sale shall be applied by the Maritime Administration toward the rehabilitation of the schoolship acquisition provided for herein.

Title 8 United States Code 1157 is amended as follows:

§ 1157. Annual admission of refugees and admission of emergency situation refugees

(a) Maximum number of admissions; increases for humanitarian concerns; allocations

(1) Except as provided in subsection (b) of this section, the number of refugees who may be admitted under this section in fiscal year 1980, 1981, or 1982, may not exceed fifty thousand unless the President determines, before the beginning of the fiscal year and after appropriate consultation (as defined in subsection (e) of this section), that admission of a specific number of refugees in excess of such number is justified by humanitarian concerns or is otherwise in the national interest.

(2) Except as provided in subsection (b) of this section, the number of refugees who may be admitted under this section in any fiscal year after fiscal year 1982 shall be such number as the President determines, before the begining of the fiscal year and after appropriate consultation, is justified by humanitarian concerns or is otherwise in the national interest.

(3) Admissions under this subsection shall be allocated among refugees of special humanitarian concern to the United States in accordance with a determination made by the President after appropriate consultation.

(4) For purposes of this subsection, appropriate consultation shall be held not later than May 1 preceding the start of the fiscal year for which the President is making a determination under this subsection.

(b)[(1)] Determinations by President respecting number of admissions for humanitarian concerns

If the President determines, after appropriate consultation, that **[**(1)**]***(A)* an unforeseen emergency refugee situation exists, **[**(2)**]***(B)* the admission of certain refugees in response to the emergency refugee situation is justified by grave humanitarian concerns or is otherwise in the national interest, and **[**(3)**]***(C)* the admission to the United States of these refugees cannot be accomplished under subsection (a) of this section, the President may fix a number of refugees to be admitted to the United States during the succeeding period (not to exceed twelve months) in response to the emergency refugee situation and such admissions shall be allocated among refugees of special humanitarian concern to the United States in accordance with a determination made by the President after the appropriate consultation provided under this subsection.

(2) For purposes of this subsection, appropriate consultation shall be held not later than thirty days after an unforeseen emergency refugee situation exists.

(c) Admission by Attorney General of refugees; criteria; admission status of spouse or child; applicability of other statutory requirements; termination of refugee status of alien, spouse or child

(1) *(1)(A)* Subject to the numerical limitations established pursuant to subsections (a) and (b) *and except as provided in subparagraph (B)* of this section, the Attorney General may, in the Attorney General's discretion and pursuant to such regulations as the Attorney General may prescribe, admit any refugee who is not firmly resettled in any foreign country, is determined to be of special humanitarian concern to the United States, and is admissible except as otherwise provided under paragraph (3)) as an immigrant under this chapter.

(B)(i) Notwithstanding subparagraph (A), subject to the numerical limitations established pursuant to subsections (a) and (b), the Secretary of State, in his discretion and pursuant to such regulations as he may prescribe, may authorize admission under this section of any refugee from Southeast Asia who is not firmly resettled in a foreign country, is determined to be of special humanitarian concern to the United States, and is admissible (except as otherwise provided under paragraph (3)) as an immigrant under this Act.

(ii) To the extent not inconsistent with a specific provision of this Act, an authorization of admission of a refugee by the Secretary of State under this subparagraph shall be conclusive with respect to any determination by the Attorney General or any officer or employee of the Department of Justice under this Act.

(C) Notwithstanding any other provision of this Act, or any regulation issued thereunder, any refugee who—

(i) is eligible for classification under any of paragraphs (1) through (7) of section 203(a), and

(ii) for whom a visa number is available or is likely to become available within 12 months,

may not be denied refugee status by virtue of that eligibility.

(2) A spouse or child (as defined in section 1101(b)(1)(A), (B), (C), (D), or (E) of this title) of any refugee who qualifies for admission under paragraph (1) shall, if not otherwise entitled to admission under paragraph (1) and if not a person described in the second sentence of section 1101(a)(42) of this title, be entitled to the same admission status as such refugee if accompanying, or following to join, such refugee and if the spouse or child is admissible (except as otherwise provided under paragraph (3)) as an immigrant under this chapter. Upon the spouse's or child's admission to the United States, such admission shall be charged against the numerical limitation established in accordance with the appropriate subsection under which the refugee's admission is charged.

(3) The provisions of paragraphs (14), (15), (20), (21), (25), and (32) of section 1182(a) of this title shall not be applicable to any alien seeking admission to the United States under this subsection, and the Attorney General may waive any other provision of such section (other than paragraph (27), (29), or (33) and other than so much of paragraph (23) as relates to trafficking in narcotics) with respect to such an alien for humanitarian purposes, to assure family unity, or when it is otherwise in the public interest. Any such waiver by the Attorney General shall be in writing and shall be granted only on an individual basis following an investigation. The Attorney General shall provide for the annual reporting to Congress of the number of waivers granted under this paragraph in the previous fiscal year and a summary of the reasons for granting such waivers.

(4) The refugee status of any alien (and of the spouse or child of the alien) may be terminated by the Attorney General pursuant to such regulations as the Attorney General may prescribe if the Attorney General determines that the alien was not in fact a refugee within the meaning of section 1101(a)(42) of this title at the time of the alien's admission.

(d) Oversight reporting and consultation requirements

(1) Before the start of each fiscal year *but not later than May 1*, the President shall report to the Committees on the Judiciary of the House of Representatives and of the Senate regarding the foreseeable number of refugees who will be in need of resettlement during the fiscal year and the anticipated allocation of refugee admissions during the fiscal year. The President shall provide for periodic discussions between designated representatives of the President and members of such committees regarding changes in the worldwide refugee situation, the progress of refugee admissions, and the possible need for adjustments in the allocation of admissions among refugees.

22 United States Code 2151c is amended as follows:

§ 2151c. Education and human resources development

General authority

(a) In order to reduce illiteracy, to extend basic education and to increase manpower training in skills related to development, the President is authorized to furnish assistance on such terms and conditions as he may determine, for education, public administration, and human resource development. There are authorized to be appropriated to the President for the purposes of this section, in addition to funds otherwise available for such purposes, $109,036,000 for the fiscal year 1979, which amount is authorized to remain available until expended.

Assistance related to nonformal education methods, formal education systems, and management capabilities of institutions directed at poor

(b) Assistance provided under this section shall be used primarily to expand and strengthen nonformal education methods, especially those designed to improve productive skills of rural families and the urban poor and to provide them with useful information; to increase the relevance of formal education systems to the needs of the poor, especially at the primary level, through reform of curricula, teaching materials, and teaching methods, and improved teacher training; and to strengthen the management capabilities of institutions which enable the poor to participate in development.

(c) Of the amounts authorized to be appropriated to carry out this section, $5,000,000 for each of the fiscal years 1988 and 1989 may be available for educational programs, projects, or activities along the Thai-Laotian border and the Thai-Cambodian border which are carried out by Thai nongovernmental organizations in conjunction with relief organizations and civilian camp leadership.

At the end of chapter 4 of part II of the Foreign Assistance Act of 1961 (22 U.S.C. 2346 et seq.) add the following:

SEC. 536. ALLOCATION FOR THAILAND.—(a) The Congress finds that many Thai residents of villages located close to the border with Laos and Cambodia have been adversely affected by civil strife and refugee migrations.

(b) Of the amounts authorized to be appropriated to carry out this chapter for the fiscal years 1988 and 1989, $5,000,000 for each such fiscal year may be available to provide financial assistance for Thai villages within close proximity to Indochinese refugee camps.

At the end of chapter 5 of part II of the Foreign Assistance Act of 1961 (22 U.S.C. 2347 et seq.) add the following:

SEC. 546. ALLOCATION FOR THAILAND.—Of the amounts authorized to be appropriated to carry out this chapter for the fiscal year 1988 and 1989, $1,000,000 for each of such fiscal years may be available to train the armed forces of Thailand to provide protection to Indochinese refugee camps within Thailand against attacks originating across the border with Laos or Cambodia.

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
TITLE I - DEPARTMENT OF COMMERCE							
General Administration							
Salaries and expenses	37,542,000	42,374,000	40,500,000	41,265,000	+3,723,000	-1,109,000	+765,000
(By transfer)	(450,000)	---	---	---	(-450,000)	---	---
Bureau of The Census							
Salaries and expenses	92,213,000	102,076,000	100,000,000	99,270,000	+7,057,000	-2,806,000	-730,000
Periodic censuses and programs	174,806,000	376,213,000	360,000,000	361,255,000	+186,449,000	-14,958,000	+1,255,000
Total, Bureau of the Census	267,019,000	478,289,000	460,000,000	460,525,000	+193,506,000	-17,764,000	+525,000
Economic and Statistical Analysis							
Salaries and expenses	30,408,000	32,947,000	33,400,000	33,700,000	+3,292,000	+753,000	+300,000
Economic Development Administration							
Economic development assistance programs	189,943,000	---	180,400,000	190,000,000	+57,000	+190,000,000	+9,600,000
(By transfer)	---	---	(261,000)	---	---	---	(-261,000)
(Limitation on loan guarantees)	(150,000,000)	---	(150,000,000)	(150,000,000)	---	(+150,000,000)	---
Financial and Technical Assistance (Rescission)	---	---	---	-1,541,067	-1,541,067	-1,541,067	-1,541,067

Salaries and expenses	25,000,000	---	25,800,000	25,800,000	+800,000	+25,800,000	---
(By transfer)	(797,000)	---	---	---	(-797,000)	---	---
Total, Economic Development Administration	214,943,000	---	206,200,000	214,258,933	-684,067	+214,258,933	+8,058,933
Regional Development Program							
Regional Development Programs (rescission)	-1,576,000	---	---	---	+1,576,000	---	---
International Trade Administration							
Operations and administration	199,737,000	197,138,000	216,500,000	161,952,000	-37,785,000	-35,186,000	-54,548,000
Rescission	-8,100,000	---	---	---	+8,100,000	---	---
Total, International Trade Administration (net)	191,637,000	197,138,000	216,500,000	161,952,000	-29,685,000	-35,186,000	-54,548,000
Export Administration							
Operation and administration	---	---	---	41,448,000	+41,448,000	+41,448,000	+41,448,000
Minority Business Development Agency							
Minority business development	39,855,000	4,620,000	43,400,000	41,390,000	+1,535,000	+36,770,000	-2,010,000
United States Travel and Tourism Administration							
Salaries and expenses	11,598,000	3,000,000	---	12,975,000	+1,377,000	+9,975,000	+12,975,000
National Oceanic and Atmospheric Administration							
Operations, research, and facilities	1,044,560,000	1,013,251,000	1,152,520,000	1,169,070,000	+124,510,000	+155,819,000	+16,550,000
Aviation weather services program (Airport and Airways Trust Fund)	29,000,000	30,000,000	29,000,000	30,000,000	+1,000,000	---	+1,000,000
(By transfer from Promote and Develop Fund)	(51,800,000)	(57,400,000)	(51,800,000)	(46,300,000)	(-5,500,000)	(-11,100,000)	(-5,500,000)
(By transfer from Coastal Energy Impact Fund)	(17,178,000)	(15,900,000)	(15,900,000)	(15,900,000)	(-1,278,000)	---	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
(By transfer from Fisheries Loan Fund)	(1,800,000)	---	---	---	(-1,800,000)	---	---
Fishermen's contingency fund	750,000	750,000	750,000	750,000	---	---	---
Foreign fishing observer fund	2,000,000	2,000,000	2,500,000	2,000,000	---	---	-500,000
Total, National Oceanic and Atmospheric Administration	1,076,310,000	1,046,001,000	1,184,770,000	1,201,820,000	+125,510,000	+155,819,000	+17,050,000
Patent and Trademark Office							
Salaries and expenses	98,000,000	135,542,000	130,700,000	129,500,000	+31,500,000	-6,042,000	-1,200,000
National Bureau of Standards							
Scientific and technical research and services	123,368,000	138,625,000	139,500,000	160,900,000	+37,532,000	+22,275,000	+21,400,000
National Telecommunications and Information Administration							
Salaries and expenses	13,213,000	14,718,000	14,500,000	14,400,000	+1,187,000	-318,000	-100,000
(By transfer)	---	---	---	---	---	---	---
Public telecommunications facilities, planning and construction	20,500,000	---	20,500,000	22,200,000	+1,700,000	+22,200,000	+1,700,000
Total, National Telecommunications and Information Administration	33,713,000	14,718,000	35,000,000	36,600,000	+2,887,000	+21,882,000	+1,600,000

Total, title I, Department of Commerce:							
New budget (obligational) authority (net)...	2,122,817,000	2,093,254,000	2,489,970,000	2,536,333,933	+413,516,933	+443,079,933	+46,363,933
Appropriations.....	(2,132,493,000)	(2,093,254,000)	(2,489,970,000)	(2,537,875,000)	(+405,382,000)	(+444,621,000)	(+47,905,000)
Rescission.....	(-9,676,000)	---	---	(-1,541,067)	(+8,134,933)	(-1,541,067)	(-1,541,067)
(By transfer).....	(72,025,000)	(73,300,000)	(67,961,000)	(62,200,000)	(-9,825,000)	(-11,100,000)	(-5,761,000)
(Limitation on loan guarantees).....	(150,000,000)	---	(150,000,000)	(150,000,000)	---	(+150,000,000)	---
TITLE II - DEPARTMENT OF JUSTICE							
General Administration							
Salaries and expenses.....	75,175,000	103,513,000	90,400,000	93,580,000	+18,405,000	-9,933,000	+3,180,000
Working capital fund.....	---	4,000,000	---	---	---	-4,000,000	---
United States Parole Commission							
Salaries and expenses.....	10,539,000	12,253,000	12,250,000	12,164,000	+1,625,000	-89,000	-86,000
Legal Activities							
Salaries and expenses, general legal activities.....	220,893,000	762,598,000	284,400,000	254,650,000	+33,757,000	-507,948,000	-29,750,000
Salaries and expenses, Antitrust Division.....	43,945,000	---	---	48,260,000	+4,315,000	+48,260,000	+48,260,000
Salaries and expenses, United States attorneys.....	357,328,000	---	391,700,000	397,895,000	+40,567,000	+397,895,000	+6,195,000
Salaries and expenses, oversight of bankruptcy cases..	11,743,000	---	---	---	-11,743,000	---	---
United States trustees system fund.....	12,000,000	53,525,000	50,600,000	39,985,000	+27,985,000	-13,540,000	-10,615,000
Salaries and expenses, Foreign Claims Settlement Commission.....	564,000	510,000	500,000	500,000	-64,000	-10,000	---
Salaries and expenses, United States Marshals Service.	164,445,000	216,092,000	182,800,000	192,720,000	+28,275,000	-23,372,000	+9,920,000
Support of United States prisoners.....	69,630,000	76,914,000	74,800,000	76,900,000	+7,270,000	-14,000	+2,100,000
Fees and expenses of witnesses.....	52,187,000	37,359,000	56,000,000	54,977,000	+2,790,000	+17,618,000	-1,023,000
Salaries and expenses, Community Relations Service....	29,786,000	29,123,000	29,100,000	29,050,000	-736,000	-73,000	-50,000
Assets forfeiture fund, indefinite.....	75,000,000	120,000,000	90,000,000	120,000,000	+45,000,000	---	+30,000,000
Total, legal activities.....	1,037,521,000	1,296,121,000	1,159,900,000	1,214,937,000	+177,416,000	-81,184,000	+55,037,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Federal Bureau of Investigation							
Salaries and expenses	1,298,303,000	1,484,421,000	1,403,100,000	1,440,420,000	+142,117,000	-44,001,000	+37,320,000
Drug Enforcement Administration							
Salaries and expenses	482,693,000	522,047,000	521,400,000	517,800,000	+35,107,000	-4,247,000	-3,600,000
Construction	7,500,000	---	---	---	-7,500,000	---	---
Immigration and Naturalization Service							
Salaries and expenses	745,990,000	838,828,000	815,300,000	815,300,000	+69,310,000	-23,528,000	---
Federal Prison System							
Salaries and expenses	647,792,000	760,851,000	745,700,000	750,670,000	+102,878,000	-10,181,000	+4,970,000
National Institute of Corrections	9,149,000	10,509,000	10,000,000	10,000,000	+851,000	-509,000	---
Buildings and facilities	219,249,000	210,334,000	210,300,000	210,300,000	-8,949,000	-34,000	---
Federal Prison Industries, Incorporated (Limitation on administrative and vocational training expenses)	(9,498,000)	(9,918,000)	(9,918,000)	(9,918,000)	(+420,000)	---	---
Total, Federal prison system	876,190,000	981,694,000	966,000,000	970,970,000	+94,780,000	-10,724,000	+4,970,000
Office of Justice Programs							

Justice Assistance	416,032,000	78,303,000	280,400,000	238,772,000	-177,260,000	+160,469,000	-41,628,000
Total, title II, Department of Justice:							
New budget (obligational) authority	4,949,943,000	5,321,180,000	5,248,750,000	5,303,943,000	+354,000,000	-17,237,000	+55,193,000
(Limitation on expenses)	(9,498,000)	(9,918,000)	(9,918,000)	(9,918,000)	(+420,000)	---	---
TITLE III - DEPARTMENT OF STATE							
Administration of Foreign Affairs							
Salaries and expenses	1,612,384,000	1,860,459,000	1,688,600,000	1,632,840,000	+20,456,000	-227,619,000	-55,760,000
Representation allowances	4,460,000	4,500,000	4,000,000	4,500,000	+40,000	---	+500,000
Protection of foreign missions and officials	9,100,000	9,445,000	9,000,000	9,000,000	-100,000	-445,000	---
Acquisition and maintenance of buildings abroad	449,480,000	762,279,000	313,100,000	288,100,000	-161,380,000	-474,179,000	-25,000,000
Emergencies in the diplomatic and consular service	4,000,000	4,500,000	4,000,000	4,500,000	+500,000	---	+500,000
Payment to the American Institute in Taiwan	9,379,000	10,000,000	9,379,000	9,379,000	---	-621,000	---
Payment to the Foreign Service Retirement and Disability Fund	127,398,000	85,958,000	86,000,000	86,000,000	-41,398,000	+42,000	---
Total, administration of foreign affairs	2,216,201,000	2,737,141,000	2,114,079,000	2,034,319,000	-181,882,000	-702,822,000	-79,760,000
International Organizations and Conferences							
Contributions to international organizations	385,268,831	570,927,000	382,000,000	416,700,000	+31,431,169	-154,227,000	+34,700,000
Contributions for international peacekeeping activities	29,400,000	30,000,000	29,400,000	10,659,000	-18,741,000	-19,341,000	-18,741,000
International conferences and contingencies	5,460,000	6,000,000	4,600,000	4,600,000	-860,000	-1,400,000	---
Total, international organizations and conferences	420,128,831	606,927,000	416,000,000	431,959,000	+11,830,169	-174,968,000	+15,959,000
International Commissions							
International Boundary and Water Commission, United States and Mexico:							
Salaries and expenses	10,800,000	10,970,000	10,700,000	10,700,000	-100,000	-270,000	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Construction	3,900,000	5,800,000	3,300,000	3,300,000	-600,000	-2,500,000	---
American sections, international commissions	4,174,000	4,788,000	3,700,000	4,700,000	+526,000	-88,000	+1,000,000
International fisheries commissions	10,800,000	11,148,000	10,800,000	11,148,000	+348,000	---	+348,000
Total, international commissions	29,674,000	32,706,000	28,500,000	29,848,000	+174,000	-2,858,000	+1,348,000
Other							
United States Bilateral Science and Technology Agreements	1,900,000	1,000,000	1,900,000	1,900,000	---	+900,000	---
Payment to the Asia Foundation	8,800,000	5,733,000	13,700,000	13,700,000	+4,900,000	+7,967,000	---
Soviet-East European research and training	4,600,000	2,500,000	4,600,000	4,600,000	---	+2,100,000	---
Fishermen's guaranty fund	1,800,000	1,800,000	1,800,000	1,800,000	---	---	---
Fisherman's protective fund	---	1,000,000	---	1,000,000	+1,000,000	---	+1,000,000
Total, title III, Department of State: New budget (obligational) authority	2,683,103,831	3,388,807,000	2,580,579,000	2,519,126,000	-163,977,831	-869,681,000	-61,453,000
TITLE IV - THE JUDICIARY							
Supreme Court of the United States							
Salaries and expenses	15,513,000	16,041,000	15,900,000	15,900,000	+387,000	-141,000	---

Care of the buildins and grounds	2,336,000	2,662,000	2,200,000	2,200,000	-136,000	-462,000	---
Total, Supreme Court of the United States	17,849,000	18,703,000	18,100,000	18,100,000	+251,000	-603,000	---
United States Court of Appeals for the Federal Circuit							
Salaries and expenses	6,920,000	8,098,000	7,500,000	8,000,000	+1,080,000	-98,000	+500,000
United States Court of International Trade							
Salaries and expenses	7,118,000	8,211,000	8,100,000	8,100,000	+982,000	-111,000	---
Courts of Appeals, District Courts, and Other Judicial Services							
Salaries and expenses:							
Salaries of Judges	105,000,000	97,858,000	97,858,000	97,858,000	-7,142,000	---	---
Other salaries and expenses	899,020,000	1,079,645,000	1,007,402,000	1,045,725,000	+146,705,000	-33,920,000	+38,323,000
Total, salaries and expenses	1,004,020,000	1,177,503,000	1,105,260,000	1,143,583,000	+139,563,000	-33,920,000	+38,323,000
Defender services	87,858,000	98,440,000	90,400,000	88,740,000	+882,000	-9,700,000	-1,660,000
Fees of Jurors and commissioners	52,135,000	52,135,000	50,400,000	46,135,000	-6,000,000	-6,000,000	-4,265,000
Court security	36,000,000	46,300,000	42,600,000	42,600,000	+6,600,000	-3,700,000	---
Total, courts of appeals, district courts, and other judicial services	1,180,013,000	1,374,378,000	1,288,660,000	1,321,058,000	+141,045,000	-53,320,000	+32,398,000
Administrative Office of the United States Courts							
Salaries and expenses	30,184,000	33,666,000	32,500,000	33,000,000	+2,816,000	-666,000	+500,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Federal Judicial Center							
Salaries and expenses	10,824,000	12,022,000	11,000,000	11,500,000	+676,000	-522,000	+500,000
Bicentennial Expenses, The Judiciary							
Bicentennial activities	1,000,000	---	---	---	-1,000,000	---	---
United States Sentencing Commission							
Salaries and expenses	5,800,000	5,600,000	5,350,000	5,350,000	-450,000	-250,000	---
Total, title IV, the Judiciary: New budget (obligational) authority	1,259,708,000	1,460,678,000	1,371,210,000	1,405,108,000	+145,400,000	-55,570,000	+33,898,000
TITLE V - RELATED AGENCIES							
DEPARTMENT OF TRANSPORTATION							
Maritime Administration							
Operating-differential subsidies (liquidation of contract authority)	(320,000,000)	(250,300,000)	(250,300,000)	(250,300,000)	(-69,700,000)	---	---
Ocean freight differential	---	78,455,000	78,455,000	78,455,000	+78,455,000	---	---
Portion applied to debt reduction	---	-77,513,000	-77,513,000	-77,513,000	-77,513,000	---	---

Research and development	3,500,000	---	---	---	-3,500,000	---	---
Operations and training	64,000,000	66,797,000	69,000,000	79,250,000	+15,250,000	+12,453,000	+10,250,000
Federal ship financing fund	1,375,000,000	---	---	---	-1,375,000,000	---	---
Portion applied to debt reduction	-1,375,000,000	---	---	---	+1,375,000,000	---	---
Total, Department of Transportation	67,500,000	67,739,000	69,942,000	80,192,000	+12,692,000	+12,453,000	+10,250,000
Arms Control and Disarmament Agency							
Arms control and disarmament activities	29,300,000	32,700,000	27,500,000	29,950,000	+650,000	-2,750,000	+2,450,000
Board for International Broadcasting							
Grants and expenses	173,195,000	203,573,000	165,000,000	200,000,000	+26,805,000	-3,573,000	+35,000,000
Christopher Columbus Quincentenary Jubilee Commission							
Salaries and expenses	220,000	220,000	220,000	220,000	---	---	---
Commission on the Bicentennial of the United States Constitution							
Salaries and expenses	13,200,000	14,750,000	14,750,000	14,750,000	+1,550,000	---	---
Commission on Civil Rights							
Salaries and expenses	7,519,000	9,800,000	---	5,950,000	-1,569,000	-3,850,000	+5,950,000
Committee on the Preservation of America's Heritage Abroad							
Salaries and expenses	---	---	---	200,000	+200,000	+200,000	+200,000
Commission on Security and Cooperation in Europe							
Salaries and expenses	526,000	770,000	731,000	731,000	+205,000	-39,000	---

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Commission for the Study of International Migration and Cooperative Economic Development							
Salaries and expenses	217,000	---	870,000	750,000	+533,000	+750,000	-120,000
Dwight David Eisenhower Centennial Commission							
Expenses	50,000	---	---	---	-50,000	---	---
Equal Employment Opportunity Commission							
Salaries and expenses	169,529,000	193,457,000	187,200,000	188,900,000	+19,371,000	-4,557,000	+1,700,000
Federal Communications Commission							
Salaries and expenses	96,954,000	107,250,000	105,600,000	104,915,000	+7,961,000	-2,335,000	-685,000
Federal Maritime Commission							
Salaries and expenses	11,947,000	14,500,000	14,250,000	14,165,000	+2,218,000	-335,000	-85,000
Federal Trade Commission							
Salaries and expenses	65,000,000	69,850,000	69,000,000	69,075,000	+4,075,000	-775,000	+75,000

International Trade Commission							
Salaries and expenses	33,900,000	35,386,000	35,400,000	34,400,000	+500,000	-986,000	-1,000,000
Japan - United States Friendship Commission							
Japan - United States Friendship Trust Fund	1,408,000	1,400,000	1,200,000	1,200,000	-208,000	-200,000	---
(Foreign currency appropriation)	(1,200,000)	---	(1,700,000)	(1,700,000)	(+500,000)	(+1,700,000)	---
Legal Services Corporation							
Payment to the Legal Services Corporation	305,500,000	305,500,000	305,500,000	310,000,000	+4,500,000	+4,500,000	+4,500,000
Marine Mammal Commission							
Salaries and expenses	910,000	906,000	900,000	995,000	+85,000	+89,000	+95,000
Office of the United States Trade Representative							
Salaries and expenses	13,545,000	15,141,000	16,590,000	15,072,000	+1,527,000	-69,000	-1,518,000
Securities and Exchange Commission							
Salaries and expenses	114,500,000	145,036,000	145,000,000	142,045,000	+27,545,000	-2,991,000	-2,955,000
Small Business Administration							
Salaries and expenses	197,000,000	235,095,000	225,800,000	219,660,000	+22,660,000	-15,435,000	-6,140,000
(By transfer)	(106,800,000)	(90,000,000)	(92,000,000)	(92,000,000)	(-14,800,000)	(+2,000,000)	---
Business loan and investment fund	261,000,000	121,000,000	236,000,000	224,000,000	-37,000,000	+103,000,000	-12,000,000
Surety bond guarantees revolving fund	9,497,000	7,162,000	9,497,000	9,497,000	---	+2,335,000	---
Pollution control equipment contract guarantee revolving fund	14,245,000	16,000,000	14,240,000	14,240,000	-5,000	-1,760,000	---
Total, Small Business Administration	481,742,000	379,257,000	485,537,000	467,397,000	-14,345,000	+88,140,000	-18,140,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
State Justice Institute							
Salaries and expenses	7,200,000	12,892,000	12,900,000	10,000,000	+2,800,000	-2,892,000	-2,900,000
United States Information Agency							
Salaries and expenses	588,232,176	641,705,000	620,700,000	617,906,000	+29,673,824	-23,799,000	-2,794,000
Educational and cultural exchange programs	145,000,000	152,500,000	147,000,000	151,540,000	+6,540,000	-960,000	+4,540,000
Radio construction	46,000,000	90,000,000	---	---	-46,000,000	-90,000,000	---
Radio broadcasting to Cuba	12,759,000	12,652,000	12,652,000	12,759,000	---	+107,000	+107,000
East-West Center	20,000,000	20,000,000	20,000,000	20,000,000	---	---	---
National endowment for democracy	15,000,000	25,000,000	16,000,000	17,500,000	+2,500,000	-7,500,000	+1,500,000
Total, United States Information Agency	826,991,176	941,857,000	816,352,000	819,705,000	-7,286,176	-122,152,000	+3,353,000
James Madison Memorial Fellowship							
Appropriations, FY 1988	10,000,000	---	---	---	-10,000,000	---	---
Appropriations, FY 1989	10,000,000	---	---	---	-10,000,000	---	---
Constitutional Law Resource Centers, FY 1988	3,200,000	---	---	---	-3,200,000	---	---
Total, James Madison Memorial Fellowship	23,200,000	---	---	---	-23,200,000	---	---
Total, title V, Related agencies:							
New budget (obligational) authority	2,444,053,176	2,551,984,000	2,474,442,000	2,510,612,000	+66,558,824	-41,372,000	+36,170,000
Appropriations	(3,795,853,176)	(2,629,497,000)	(2,551,955,000)	(2,588,125,000)	(-1,207,728,176)	(-41,372,000)	(+36,170,000)

Appropriations for debt reduction.....	(-1,375,000,000)	(-77,513,000)	(-77,513,000)	(-77,513,000)	(+1,297,487,000)	---	---
Advance appropriations, FY 1988.....	(13,200,000)	---	---	---	(-13,200,000)	---	---
Advance appropriations, FY 1989.....	(10,000,000)	---	---	---	(-10,000,000)	---	---
(By transfer).....	(106,800,000)	(90,000,000)	(92,000,000)	(92,000,000)	(-14,800,000)	(+2,000,000)	---
(Liquidation of contract authority).....	(320,000,000)	(250,300,000)	(250,300,000)	(250,300,000)	(-69,700,000)	---	---
(Foreign currency appropriation).....	(1,200,000)	---	(1,700,000)	(1,700,000)	(+500,000)	(+1,700,000)	---

TITLE VI - GENERAL REDUCTION

Appropriations.....	---	---	-270,310,000	---	---	---	+270,310,000
Portion applied to debt reduction.....	---	---	1,860,000	---	---	---	-1,860,000
Total, NBOA (net).....	---	---	-268,450,000	---	---	---	+268,450,000
(Limitation on expenses).....	---	---	(-238,000)	---	---	---	(+238,000)
(By transfer).....	---	---	(-3,833,000)	---	---	---	(+3,833,000)
(Limitation on guaranteed loans).....	---	---	(-3,600,000)	---	---	---	(+3,600,000)
(Appropriations to liquidate contract authorizations).....	---	---	(-6,007,000)	---	---	---	(+6,007,000)

RECAPITULATION

Grand total:							
New budget (obligational) authority (net)...	13,459,625,007	14,815,903,000	13,896,501,000	14,275,122,933	+815,497,926	-540,780,067	+378,621,933
Appropriations.....	(14,821,101,007)	(14,893,416,000)	(13,972,154,000)	(14,354,177,000)	(-466,924,007)	(-539,239,000)	(+382,023,000)
Appropriations for debt reduction.....	(-1,375,000,000)	(-77,513,000)	(-75,653,000)	(-77,513,000)	(+1,297,487,000)	---	(-1,860,000)
Rescission.....	(-9,676,000)	---	---	(-1,541,067)	(+8,134,933)	(-1,541,067)	(-1,541,067)
Advance appropriations, FY 1988.....	(13,200,000)	---	---	---	(-13,200,000)	---	---
Advance appropriations, FY 1989.....	(10,000,000)	---	---	---	(-10,000,000)	---	---
(Limitation on expenses).....	(9,498,000)	(9,918,000)	(9,680,000)	(9,918,000)	(+420,000)	---	(+238,000)
(By transfer).....	(178,825,000)	(163,300,000)	(156,128,000)	(154,200,000)	(-24,625,000)	(-9,100,000)	(-1,928,000)
(Limitation on direct loans).....	---	---	---	---	---	---	---
(Limitation on guaranteed loans).....	(150,000,000)	---	(146,400,000)	(150,000,000)	---	(+150,000,000)	(+3,600,000)

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Memoranda:							
(Appropriations to liquidate contract authorizations)	(320,000,000)	(250,300,000)	(244,293,000)	(250,300,000)	(-69,700,000)	---	(+6,007,000)
Total appropriations, including appropriations to liquidate contract authorizations	(13,779,625,007)	(15,066,203,000)	(14,140,794,000)	(14,525,422,933)	(+745,797,926)	(-540,780,067)	(+384,628,933)
Department of Commerce	2,122,817,000	2,093,254,000	2,489,970,000	2,536,333,933	+413,516,933	+443,079,933	+46,363,933
Department of Justice	4,949,943,000	5,321,180,000	5,248,750,000	5,303,943,000	+354,000,000	-17,237,000	+55,193,000
Department of State	2,683,103,831	3,388,807,000	2,580,579,000	2,519,126,000	-163,977,831	-869,681,000	-61,453,000
The Judiciary	1,259,708,000	1,460,678,000	1,371,210,000	1,405,108,000	+145,400,000	-55,570,000	+33,898,000
Related Agencies:							
Arms Control and Disarmament Agency	29,300,000	32,700,000	27,500,000	29,950,000	+650,000	-2,750,000	+2,450,000
Board for International Broadcasting	173,195,000	203,573,000	165,000,000	200,000,000	+26,805,000	-3,573,000	+35,000,000
Christopher Columbus Quincentenary Jubilee Commission	220,000	220,000	220,000	220,000	---	---	---

Commission on the Bicentennial of the United States Constitution	13,200,000	14,750,000	14,750,000	14,750,000	+1,550,000	---	---
Commission on Civil Rights	7,519,000	9,800,000	---	5,950,000	-1,569,000	-3,850,000	+5,950,000
Committee on the Preservation of America's Heritage Abroad	---	---	---	200,000	+200,000	+200,000	+200,000
Commission on Security and Cooperation in Europe	526,000	770,000	731,000	731,000	+205,000	-39,000	---
Commission for the Study of International Migration and Cooperative Economic Development	217,000	---	870,000	750,000	+533,000	+750,000	-120,000
Dwight David Eisenhower Centennial Commission	50,000	---	---	---	-50,000	---	---
Equal Employment Opportunity Commission	169,529,000	193,457,000	187,200,000	188,900,000	+19,371,000	-4,557,000	+1,700,000
Federal Communications Commission	96,954,000	107,250,000	105,600,000	104,915,000	+7,961,000	-2,335,000	-685,000
Federal Maritime Commission	11,947,000	14,500,000	14,250,000	14,165,000	+2,218,000	-335,000	-85,000
Federal Trade Commission	65,000,000	69,850,000	69,000,000	69,075,000	+4,075,000	-775,000	+75,000
International Trade Commission	33,900,000	35,386,000	35,400,000	34,400,000	+500,000	-986,000	-1,000,000
Japan - United States Friendship Commission	1,408,000	1,400,000	1,200,000	1,200,000	-208,000	-200,000	---
Legal Services Corporation	305,500,000	305,500,000	305,500,000	310,000,000	+4,500,000	+4,500,000	+4,500,000
Marine Mammal Commission	910,000	906,000	900,000	995,000	+85,000	+89,000	+95,000
Maritime Administration	67,500,000	67,739,000	69,942,000	80,192,000	+12,692,000	+12,453,000	+10,250,000
Office of the United States Trade Representative	13,545,000	15,141,000	16,590,000	15,072,000	+1,527,000	-69,000	-1,518,000
Securities and Exchange Commission	114,500,000	145,036,000	145,000,000	142,045,000	+27,545,000	-2,991,000	-2,955,000

COMPARATIVE STATEMENT OF NEW BUDGET (OBLIGATIONAL) AUTHORITY FOR FISCAL YEAR 1987 AND BUDGET ESTIMATES AND AMOUNTS RECOMMENDED IN THE BILL FOR FISCAL YEAR 1988—Continued

[Amounts in dollars]

Item	1987 appropriation	Budget estimate	House allowance	Committee recommendation	Senate committee recommendation compared with (+ or -)		
					1987 appropriation	Budget estimate	House allowance
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Small Business Administration	481,742,000	379,257,000	485,537,000	467,397,000	-14,345,000	+88,140,000	-18,140,000
State Justice Institute	7,200,000	12,892,000	12,900,000	10,000,000	+2,800,000	-2,892,000	-2,900,000
United States Information Agency	826,991,176	941,857,000	816,352,000	819,705,000	-7,286,176	-122,152,000	+3,353,000
James Madison Memorial Fellowship, FY88 & FY89	23,200,000	---	---	---	-23,200,000	---	---
Total, related agencies	2,444,053,176	2,551,984,000	2,474,442,000	2,510,612,000	+66,558,824	-41,372,000	+36,170,000
General reduction	---	---	-268,450,000	---	---	---	+268,450,000
Grand total	13,459,625,007	14,815,903,000	13,896,501,000	14,275,122,933	+815,497,926	-540,780,067	+378,621,933